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ABSTRACT

This report discusses the potential development of community colleges in the Lower Mainland, British Columbia. Chapters center on the demographic characteristics and the legacy of piecemeal educational development in Vancouver; the comprehensive nature and roles of colleges, in general; the locations and multiple objectives of present and future colleges; alternative models for regional coordination; and guidelines for the development of community colleges in the Lower Mainland. The authors recommend: that Vancouver be served by two separate comprehensive community colleges and several independent vocational institutes; that several existing institutions be redefined as community colleges; that new colleges be established to adequately serve the area; and that vocational training be accorded equality of recognition and support with all other types of college instruction. A Regional Council for coordination, which would play an important role in implementing the guidelines for development, is proposed. A discussion of "community" and "region," terms the authors felt should be more widely understood by the public if the colleges are to be perceived and accepted as multi-function education centers, and various tables of data pertinent to the report, are appended. (RL)

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A LEARNING COMMUNITY

FOR THE LOWER MAINLAND

Report of the Survey Committee
on
Community Colleges in the Lower Mainland,
British Columbia.

January, 1975

Department of Education
Victoria

JC 150 340

January 1975.

The Honourable Eileen Dailly,
Minister of Education,
Parliament Buildings,
Victoria, B.C.

Madam Minister:

The present report is auxiliary to the main report, Towards the Learning Community, which was prepared by the Task Force after consultations throughout the province (1973-74) and made public in September 1974. We have conducted our investigations in the light of the principles and recommendations set forth in that Report; and we recognize that we could not have concentrated our attention on one sector of the province if this comprehensive review had not been previously undertaken. We appreciate the opportunity of amplifying the recognition of Community College potentials which has thus been made possible.

We wish to record appreciation of the cooperative assistance extended to us from so many quarters (which we have indicated in detail in one of the Appendices). We were greatly stimulated by the personal contacts, the college visits, the briefs and varied information supplied to us, all of which have helped to guide us to our conclusions. And we have felt compelled, both by these contributions, from instructors and students, from administrators and Council members, and by the concern for the Colleges we brought to the task ourselves, to seek to make our Report an educational document.

While there is keen appreciation of Colleges from those who work in them, and from the many who have benefited from them, we encountered recurring evidence that the complex significance, both of the Lower Mainland as a region, and of Colleges as multiple-function educational centres, is not as widely understood as it should be. Accordingly, we have prefaced our recommendations with an encompassing view of these two subjects, their interrelationships being better perceived thereby when our proposals are detailed in Sections III and IV. For further clarity, important aspects of a fully-developed College system are given separate treatment in Section V and in Appendices A and

B. In the maps and statistical tables, we have systematized only the most relevant and illustrative materials from a much larger body of information which we examined in the course of the study.

It remains to add that, aware as we are of the path-breaking nature of our major proposals, we should make it clear that they have been arrived at only after careful examination of alternatives. There are several short-term and improvisatory possibilities: but we have elected for the long-range view, and for the kind of cooperative organization which will realize on an equable basis the unique combination of services a regional Community College system can offer. We are well aware this calls for adjustments and concessions, but we stress the need for sympathetic reading and mutual consideration, to bring the benefits into being as soon as possible for all concerned.

Respectfully submitted,

Leonard Marsh

chairman

SURVEY COMMITTEE

Terms of Reference

To study the total college system in the Lower Mainland.

To assess the desirability of reorganization, and make specific recommendations for the development of smaller and administratively simpler college structures to serve the people of the Lower Mainland.

Membership

Leonard Marsh; Emeritus Professor of Education, University of British Columbia, Chairman.

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RECOMMENDATIONS

Future Colleges

1. That community colleges in the Lower Mainland not operate exclusively within specific school district boundaries.

2. That the present Vancouver Community College be re-established as a comprehensive institution to serve the northern part of Vancouver City with a core facility in downtown Vancouver.

3. That the present Langara Campus of Vancouver Community College be established as a separate comprehensive institution (Langara Community College) to serve the southern part of Vancouver City and Richmond.

4. That the Special Programmes Division of Vancouver Community College be phased out and its preparatory programmes transferred to the appropriate institutions.

5. That the Vancouver School of Art be detached from the present Vancouver Community College and reconstituted as the B.C. Art Institute with a Province-wide constituency.

6. That the Vancouver Vocational Institute be established as a separate college (Vancouver Vocational College).

7. That the B.C. Vocational School - Burnaby be established as a separate college (Burnaby Vocational College).

8. That a new vocational institution (Richmond Vocational College) be established in Richmond.

9. That the Fraser Valley College be included in the Lower Mainland system, and that certain vocational programmes be developed.

10. That the present Capilano College become Capilano-Burrard College and extend its area of service to the south side of Burrard Inlet to include portions of North Burnaby and north-east Vancouver City.

11. That the present Douglas College region be re-defined to include South Burnaby, New Westminster, Coquitlam, and Maple Ridge.

12. That use of the Haney Correctional Centre for regional community college purposes be considered.

13. That a new comprehensive community college (Green Timbers Community College) be established to serve Delta, White Rock, Surrey, and Langley.

14. That consideration be given in the future to the establishment of new community colleges in Delta and Langley as the population of those areas expands.

15. That each of the colleges in the Lower Mainland provide as wide a range as possible of programmes and services, with unnecessary duplications and gaps to be identified through a Regional Council.

Regional Coordination

16. That the governing body for each college be termed the College Board, with membership and functions as described in the Report of the Task Force on the Community College in British Columbia, except that at least one of the nominees of the Nominating Committee be a member of a School Board within the area served by the college.

17. That a Lower Mainland Federation of Community Colleges be established, with a Regional Council. The federated colleges, as described in this report, initially would include Vancouver Community College, Langara Community College, Vancouver Vocational College, Burnaby Vocational College, Richmond Vocational College, Fraser Valley College, Capilano-Burrard College, Douglas College, and Green Timbers Community College.

18. That the Regional Council be composed of:
    - one College Board member from each of the nine federated colleges;
    - two administrators elected by all administrators in the federated colleges;
    - two instructors elected by all instructors in the federated colleges;
    - two students elected by all students in the federated colleges;
    - two support staff elected by all support staff in the federated colleges.

19. That the Regional Council be responsible for:
    - locating and establishing a regional office and resource centre in consultation with the Department of Education and the Greater Vancouver Regional District;

- establishing and supervising a Secretariat of professional and support staff;
- providing supportive services to the federated colleges including such matters as purchasing, payroll, computer services, and media resources;
- identifying needs and planning for new college facilities and programmes;
- liaison with regional committees established by the Council.

20. That the Regional Council form Regional Standing Committees composed of the senior officer of each federated college in programme and service areas common to two or more colleges.

21. That the Planning Officers from each federated college form a Planning Committee advisory to the Regional Council, to:
    - maintain continuous liaison with the Greater Vancouver Regional District;
    - develop statistical information on the characteristics of college students;
    - coordinate enrolment projections of the federated colleges.

22. That the Regional Council establish guidelines for the establishment and admission of new colleges to the federation based on such factors as total enrolment, diversity of programmes, and the nature of the population served.

Guidelines for Development

23. That the development of generic preparatory courses leading to all types of college programmes be accelerated.

24. That a comprehensive study be conducted to identify the skills and specifications of "occupational families" to aid in curriculum development, to facilitate transfer arrangements, and to assist in defining and distinguishing among vocational, career, and technical programmes.

25. That vocational training be accorded equality of recognition and support with all other types of college instruction.

26. That Advisory Committees for career, technical, and vocational programmes be re-examined with a view to establishing them on a regional rather than individual college basis, and that consideration be given to establishing similar Advisory Committees in general education and university-transfer subjects.

27. That social as well as instructional and study facilities be considered an integral part of college development.

28. That social and recreational facilities be developed on a regional basis so that they may be shared by members of the federated colleges.

29. That colleges include education in the broad aspects of community and regional resource planning, in both credit and non-credit courses.

30. That colleges individually and through the Regional Council press for improved public transportation to serve their campuses, and that colleges establish transportation linkages among their campuses and centres.

31. That cooperative attempts to develop media resources and programmes be encouraged and supported on a regional basis.

32. That each federated college appoint a Community Education Director to organize and administer non-credit programmes.

33. That the Department of Education initiate a detailed study of the role, philosophy, organization and financing of adult and continuing education in British Columbia.

THE METROPOLITAN AREA

1. The Nature of the Metropolis

Greater Vancouver is the metropolitan centre of British Columbia, and the Lower Mainland its largest population aggregation. "Population", however, is only shorthand for men, women, and children, who live, work, get training, education and recreation in a certain defined region. Moreover, the population growth which has characterized this area, not only within the century of its more formal existence, but most notably in the last few decades, means formidable increases in building, land usage for housing, commerce, and industry, development of utilities and public and private institutions, transportation, services, building heights and urban densities generally. British Columbia and the Lower Mainland centres are favoured goals of migration; not only from other parts of Canada because of the relatively mild climate here, but from Britain, Western Europe, and more recently the countries bordering on the Pacific.

Taking the 1971 Census as a base, and using one of the several definitions (in this first instance, exluding the eastern reaches of the Fraser Valley), 1,082,000 people lived in metropolitan Vancouver as compared with 2,184,000 in the Province as a whole, i.e. 49.5 per cent. Estimates for 1986 place the metropolitan proportion of the provincial population at around 45 per cent. If the whole of the Fraser Valley is included in the Lower Mainland region, as it should be for several purposes, the percentage is more than 50 per cent. Thus in broad terms, it can be said that one out of every two B.C. citizens lives in or around the metropolitan area. Not all of these citizens are necessarily urban, or "urbanized" to the same extent. There are still important, though shrinking, numbers of rural and farm people; and several different kinds of suburbs and residential

densities. All of this is relevant to college planning; for, as will be clear from all that follows in this report, the comprehensive objectives of the community college demand a wide and challenging perspective.

A metropolitan area has many advantages. It is the focus of a great and diverse range of employment; particularly white-collar occupations, commerce, services of many kinds, as well as manufacturing industry. Technical and educational resources are concentrated here. Two of the three major universities of British Columbia are in Greater Vancouver. Burnaby in a purely geographical sense is itself a central area. This, plus the availability of land, has rendered the location of Simon Fraser University and the B.C. Institute of Technology, central from a provincial point of view.

The metropolitan core is also a major location of institutions for the arts - theatres, auditoriums, concert halls, museums, the Planetarium complex, art galleries, movie houses, etc. The location of art centres and all the educational visual-aids and participatory activities associated with an enlightened view of the arts, are, in fact, a special case deserving separate attention. That Vancouver is a tourist centre is undeniable; but whether it is so because of comprehensible and accessible artistic attractions is a matter for serious examination. And whether the arts, recreation, and entertainment should be considered with an emphasis on tourism, or as services to appeal to all the residents of the region, the province, and the nation, is an even more pressing issue.

A factor which is highly relevant to the functioning of community colleges is that a sizeable number of people, though they live in the outer suburbs, find their employment in the Vancouver City area. On the other hand, a growing proportion,

particularly of white-collar workers, now work in the suburban areas as a result of the spread of industries, offices, governmental and educational institutions. (Section II 1). This means, among other things, that evening courses are important, not only in the "downtown" (central city) area, but in the "dormitory" suburbs.

All these considerations reinforce the warning that population aggregates are only first approximations, little more than a pointer to possible trends when applied to community colleges. This is not only because all forecasts, especially in a metropolitan region, are so conditional upon industrial and real-estate activity, transportation programmes, and in-migration, but also becuase there are so many socio-economic variables affecting the potential candidates for college courses and offerings. The presence of a college, or of its outreach units, is itself a generating factor. The first need is therefore to inspect what we have, and how far it suggests initial balance or imbalance; and then to proceed on the assumption that facilities and coverage should be equitable and efficient for the whole region, always remembering that "efficiency" is far from a simple criterion for something so diverse and manipulable as community college service.

The patterns and problems are different in the built-up core city than in the suburbs, which have their variable characteristics also. Colleges have pioneered in vocational training as well as basic education, in preparatory courses as well as aids to personal development. Inevitably there are some overlappings, some gaps, some lack of balance, and some inadequately-resolved problems of administration. But the assets, in student motivation, the efforts of administrators and instructors, the services of college council members and many volunteers and well-wishers, are far greater than the liabilities.

2. The Legacy of Piecemeal Development

The Task Force Report has rightly pointed out that "in a number of major areas affecting all aspects of education policy there has been a lack of direction at the provincial level", including guidance on "college growth in terms of sound planning". For the Lower Mainland, this is particularly relevant, for a series of initiatives has produced ad hoc and differential solutions while still leaving some areas geographically or educationally unserved. "Regional Colleges" was good terminology as far as it went, but there was no set pattern of regions for the total province as in Ontario or Quebec. Since everything depended on the initiative of school boards, ad hoc combinations of school districts have been brought into existence rather than true regions identifiable by socio-economic and geographical criteria. It is necessary to note that some school districts opted out when referendum votes were held, but in most cases they have later expressed willingness to participate. It is one of the characteristics of community colleges, not yet sufficiently realized, that the very existence of a college generates students and contributes in indirect as well as direct ways to "community feeling". But the effect for the whole province would have been different, and the major guidelines for policy would have been clearer, if all regions had been identified and at least the nucleus of institutions established at the same time.

The Task Force has understandably given attentive priorities to major areas outside the metropolitan peninsula, particularly in the north. Relatively, the Lower Mainland cities and suburbs have been better served than other areas. The school boards have more resources, and some of the pressures which are part of college dynamics have been greater. This does not mean that balance and equality have been achieved. The overall region has grown too quickly and without coordinated controls, residential or industrial, for that to have occurred.

The absence of a coordinated college policy is not the only lack

from which the metropolitan region has suffered. Two others have contributed; the lack of a development plan for the whole area, and the lack of a fully worked-out and implemented transit network. Ideally, these are two parts of an integrated master plan. In practice, we have had piecemeal instalments of both. Carefully surveyed land-use proposals were formulated by the Lower Mainland Regional Planning Board, but they have depended on acceptance and implementation by a dozen or more municipalities with different degrees of power, different reserves of usable land, and different views as to the best rationalization of new building and tax-revenues. In transit, freeways have been given substantial priority at great cost and with enormous impact on urban shaping, traffic, land values, farmland shrinkage, and real estate generally. Until recently, rapid transit, even bus services, and certainly ferry systems, have had at best, secondary attention. Urban sprawl has proliferated. The educational understanding of satellite towns and greenbelts so well established in Britain and Scandinavia, and actually implemented in a score of examples over the last thirty years or more, has been virtually stagnant. Planning agencies have not been supplied with the funds necessary for educational programmes. Public cognizance of what civic planning means, when it is comprehensively undertaken and continuously interpreted, has suffered accordingly. It is in this context that the community college concept has had to struggle to be born, and there is still a need for better public understanding now that it is growing up. Considerable advances have been made at virtually every point in Canada. One provincial government after another has sponsored surveys, passed legislation, and taken actions which included modifications of conventional school and university structures. There is indeed much to learn already, even from the diversities which now present themselves. There are some who will argue that such progress is a monument to ad hoc procedures, democratic improvization, or free experiment. It is not a convincing argument when wise and integrated measures long demonstrated as practical and productive in other parts of the world, have been ignored or by-passed.

"Growth" is no longer the touchstone of economic or social progress which it has long been, no less in Vancouver than in general on this continent. The "second thoughts" on this subject, which are being expressed everywhere, have obvious educational implications. They affect the operations and the perspectives of community colleges, which in the Lower Mainland region must strive to serve the urban as well as the surburban residents, the farm and rural residents as well as the city-dwellers, and the province as a whole in so far as a metropolitan area is by definition the product of the total province and a vital part of Canada. By the same token, existing patterns are as important as all possible projections. Planning by growth alone will not serve and, if some of the growth has been undirected or even damaging, it could be detrimental. Maps are essential to force these facts to attention, and all of them call for interpretation and concerned discussion.

The original centre for the Pacific coast peninsula was conceived of by the Royal Engineers and the government of the day as New Westminster. A few other centres or terminals, notably Port Moody, were settled all too temporarily because of the slow progress of the transcontinental railway. The North Shore settlements were originally limited by the ferry, and at some points by rather arbitrary locating of industrial or seafaring installations. Early residential expansion was modest, guided by the local railway or "tram" routes. If these had been the base for a modern public transit system, the whole pattern of today's Vancouver would have been different. The rights-of-way may yet become part of a modernized public transit system.

Burnaby, a huge area between the original New Westminster and the metropolis which grew from Gastown, itself almost as big in acreage as Vancouver City, was for a long time an uncoordinated area, lacking even properly-connecting streets and a rational numbering system. The present major suburbs of Surrey, Richmond and Delta were primarily farm-land. Efforts at planning there certainly were, and the reports of Harland Bartholomew should be better known to students

of Vancouver history than they are. But their recommendations would seem hardly better than skeletal, in the light of either modern professional practice or current urban crises. What has transformed today's Greater Vancouver, and made it more important than ever to relate it to the whole of the Lower Mainland, is the automobile. Real-estate developers have assumed that practically all commuters will drive their own cars, and many planners have been enslaved by traffic problems. We have seen massive expenditures on freeways, heavy alienation of agricultural land, shopping centres instead of community centres, multiple gas stations instead of mini-parks.

The other side of this picture has been until very recently a steady decline both in quantity and quality of the residential sectors of the core of the metropolitan area - the "inner city" area as it is now frequently termed. The widespread practice of regarding the down town area only as the central business district, rather than as a coordinated civic centre with a variety of public functions properly respected and well-located, was symptomatic (Section III 3). It led to the building of bigger and higher office blocks, "sterilizing" the amenities of streets and blocking the view of the mountains which once blessed Vancouver's uniqueness. It resulted in the demolition of more and more old buildings (and often the remaining sites of low-rent housing and other facilities) to add to the unsightly patchwork of parking lots. The least recognized, yet one of the most disastrous effects for municipal government, has been the shift of active young families with children to the outer suburbs. Their votes and influence may strengthen the quality of the "newer" municipalities, but their citizen interest in the central city declines, sometimes completely. Paradoxically, wide dispersion reinforces rather than discourages the opposition to some appropriate form of metropolitan government (with local branches or federated neighbourhoods) - a logical and direct answer to today's conurbations with their far-flung distances, needs and responsibilities.

In spite of all these extensions from the original settlements, the Lower Mainland area of British Columbia must be seen as an

enclosed area. It is bounded by mountains to the north, by the international border to the south. It is intersected by the wide arms of the great Fraser River, as well as Burrard Inlet. The core is a highly-concentrated area, virtually a peninsula, incorporating also the now densely built-up West End and Stanley Park. What is most easily forgotten is that the Lower Mainland region includes one of our best reserves of fertile agricultural land, the great flood-plain of the Fraser Valley, and the great urban outflow of the last thirty years has taken over much of this land. If it has not been built on, it has been taken out of cultivation in indirect ways. Freeways, highway rights-of-way, power-lines, forms of industrial or sewage pollution, are among the hazards to farming, and to farm incentives, which must be debited in the socio-economic balance-sheet. This, again, has its special implications for community colleges, and is another part of a balanced appraisal of truly regional proportions.

II

COLLEGE FUNCTIONS

1. Factors in College Planning

Regional college coordination has to be envisaged on four levels, which, while they unquestionably intersect and influence each other, must nevertheless be identified as clearly as possible.

(1) First is basic geography, and all the physical limitations and imperatives which go with it, from sea and mountains to traffic routes. Only maps will depict these factors sufficiently, and an attempt has been made therefore to highlight the essentials.

(2) Second is population distribution - more specifically, residential locations, industrialization (affecting both employment and traffic), and related community services. Densities and their opposites, desirable "open spaces", are of first importance, and subsequent tables and maps throw light on the main features. The endeavours of GVRD members and secretariat to establish and conserve "town centres" as well as greenbelt protection are vital in this realm, and college location must be the subject of collaboration, always remembering that colleges need "outreach centres" of varying size and format as well as "main centres". But this means that the composition of the residential populations is even more important than size. The few tabulations which it has been possible to frame on this subject are only illustrative, and far from sufficient for detailed directives. Materials will have to be generated by colleges themselves to help serve those purposes.

(3) Certain linked circumstances are highly relevant to the functioning of community colleges, though they are frequently unrealized. These are employment patterns. There are several

implications. (a) A sizeable number and proportion of people, though they live in the outer suburbs, find their employment in Vancouver City. On the other hand, a growing number, particularly of white-collar workers, now work in the suburban areas as a result of the spread of industries, offices, governmental and educational institutions. It is estimated that whereas only about a quarter of work in the metropolitan area was in the peripheral area twenty years ago, more than one-third is there now. (b) This means that evening courses are important, not only in the "downtown" (central city) area, but in the dormitory suburbs. (c) Community colleges, especially if they give the attention to career courses which these latter deserve, are particularly fitted to cater to the educational and vocational demands of this development. And again it is adults who are the prospective students.

(4) The fourth dimension needs the most emphasis at the present time. This is the distribution of effort between types of courses and programmes. The so-called "academic" subjects, leading directly to university third-and fourth-year undergraduate degree work, are the most smoothly running. Articulation with the provincial universities has been pursued very effectively; the transfers are well understood by students, and the three-step progress from high-school to college to university is popular with high-school graduates and their parents, and with a growing proportion of "mature" (older) candidates. Langara, Capilano, and Douglas all have good records in this respect. In the second area of specific technologies, college negotiations with BCIT have established a clear relation between first-year college credit and BCIT transference. It is possible that some expansion may be in order here, and the wider use of the Advisory Committees both in relation to manpower research, and to regional-provincial overview, is suggested elsewhere. What is most in question however, is the proportion of time, resources, and personnel so far devoted to both career and vocational courses. It is here that differences between, for example, Capilano College at one extreme and Vancouver Community College affiliates at the other, show up most distinctively. Academic courses are heavily favoured in West

Vancouver, but there is good reason to believe that innovative career packages and vocational skill training are needed in other sectors of the North Shore territory. Vancouver, by contrast, has a sizeable achievement in both creating and coordinating career programmes (such as welfare aides, kindergarten aides, police training, journalism, photography, library technicians, etc.). But the Vancouver Vocational Institute, with twenty-five years of service behind it, has overcrowded quarters, overworked machinery and three shifts for some courses, all in the face of chronic shortages of skilled tradesmen in several industries and many parts of the province. Because of the importance and the special requirements of vocational instruction, separate attention is given to this matter elsewhere. But, in general, we recommend continued attention by all colleges to the mode of inter-connecting unit courses and occupational "packages", in community services, business, and applied arts (in which Vancouver Community College has been a continuous innovator); and its application on a regional scale. Other aspects of regional coordination, particularly comprehensive transferability, are dealt with elsewhere in this report.

So also are our recommendations on (5) the fifth dimension of regionality, namely, administration and autonomy. This understandably is of most immediate and practical concern to all college personnel, including students. Its importance requires two sections of this report, but as we have tried to indicate, it too must be related to the physical imperatives of British Columbia's metropolitan base.

2. From School to Work: The "Critical Juncture".

It is decidedly enlightening to examine the concept of "continuous learning" in relation to situations not always associated with it: the passage from school to work. Conventionally, this "critical juncture", as it has been aptly named in recent Ontario studies, occurs at high-school completion. In British Columbia, this is

nowadays Grade XII. However, it has not always been so; it is not for many disadvantaged groups, for so-called "drop-outs" (who may leave because they do not like school, or for reasons not associated with educability but rather with economic pressures); and it does not have to be. There is no particular magic about Grade XII or age eighteen; there are already several varieties of high-school curriculum, and there could be more. And school systems in other countries, and in other parts of Canada, illustrate several different junction points and decision-stages; the "eleven plus" examination (now fast disappearing in Britain), the junior-senior transition, Grade XI in Quebec, Grade XIII for university entrants in Ontario, and others. There are not wanting advocates of an educational pause at Grade X or thereabouts, with several options left open to youngsters; to travel, to work, consult with parents and acquaintances, ponder on alternatives, and resume education after this transitional period on some kind of a "contract" basis.

Such reflections not only remind us of (a) the essential factor of alternatives, but of (b) the need for some enlargement of common attitudes about "work". Everybody agrees that school is "preparation for life", or for "the adult world", but there is neither agreement nor sufficient breadth in the notions of what life or the adult world is about. For most people, it does mean work, and there is much to be said for this starting point. It means work in two different dimensions. First, only a minority of school-leavers go on to university, so that for a majority of school-leavers, occupational objectives, whether they involve further training or not, are much closer in their thoughts and goals. University study is almost invariably a preparation for work, even though "professions" are usually distinguished from "ordinary" work. Actually, the proportions of students who go on to university from secondary schools or private schools vary from school to school, with perhaps less than ten per cent in some, more than fifty per cent in others. It is not so much the school which is the cause, as the socio-economic status of the parents, and in this connection there are associated locational, and sometimes ethnic factors. Series of studies, from Canada no less

than other countries, attest to the basic fact that the principal correlate in determining university attendance is the level of parental education, and some of the attendant occupational inter-connections. Of course, there are exceptions and they have, in fact, become more and more important as social policy has broadened. Scholarships or related student loans and grants are one of the reasons; but post-secondary alternatives are the other basic reason, and it is here that the relevance of the community college is crucial. Before this is enlarged upon, however, the second dimension of "work" needs some emphasis.

Too simple though it may sound to some, and unpalatable to others, all education involves work. Whether it is self-study, conventional class attendance, tutorial instruction, or acquiring craft skills, there must be personal involvement. The greatest gift of education is to know **"how to learn"** the core of educational motivation is to **"want to learn"**. There is an important consequence here that cannot be too often repeated, for it has implications for all intermediate institutions, whether community colleges, technological institutes, or trade schools apprenticeships, and other vocational or craft programmes. The decision to "learn a trade" is just as important as to seek "higher education", or to enrol in night school for personal development or enhanced citizenship. Adult education personnel are attuned to this, because people of all age-groups do not come to extension lectures or recreational programmes unless they want to; and both the motivation and the particular facets of life-experience which they bring with them are invaluable ingredients of the educational process. Education programmes and training programmes, accordingly, should not be separated; the status distinctions that attach themselves to "academic", "occupational", and "trade training" must be combated; and the spectrum of choices which is the genius of the community college must be defined, encouraged, and extended.

Even the useful word "intermediary" is liable to misunderstanding. The community college is not merely a stepping-stone. The

"open door" is open at both ends. For people who as a result of college work are now motivated to seek a technological diploma or a university degree, the college exposure is not only educationally valuable, it may well have given them or confirmed for them, a practical or community orientation. But the entrance resources are even more valuable for people who have lacked or missed opportunities hitherto, who may have rediscovered interests in training or study as a result of work experience, travel or domestic life. The college may be a beginning, but it is not an end. It is a place one may well want to come back to several times. Continuous learning and adult education can take many forms. Upgrading, retraining, in-service and professional development all have essential values in the world of work. But if there is anything which is more needed than skilled and educated workers, it is "responsible citizens". This too can take many forms. "Citizen participation" and "community development" are high on the agendas of public affairs today; but they require knowledge as well as action. Family life education is relevant to both vocation and citizenship, for men and women, and for fathers, mothers, and children. There are few who will maintain that it can be left to the schools, to universities, to television, or to the advice columns of newspapers. To be an intermediary in the modern world is a difficult function indeed. The colleges cannot make their contribution without a salutary measure of public education. But with some concessions on all sides, "vocation" can be given the fullest interpretation it should have; vocation and education can be complementary, not opposed. The cliches of "practical versus theoretical", or "hands versus heads" have all too long been stumbling-blocks to far-sighted curriculum building.

3. Continuous Learning: Who Are Involved?

In the last twenty years or so, there has been a remarkable growth in acceptance of the continuous learning concept. There is much more to it than the basic idea that one can learn at any age, and that "education" is complete when one finishes school or

graduates from university. It means, to start with one of the most challenging components, that education before school, which depends on the family and the early childhood environment, may well be more important than the formal schooling which starts at Grade I or age six. It means further that the elementary and secondary schools may not be able to supply all the needs of the younger generation, not only for mind-broadening and understanding the heritages of civilization, but for vocation in the modern world of expanding occupations and changing techniques, and for community understanding and the responsibilities of citizenship. If this view is challenged, it must be tested against a half-dozen major assessments of the school system in the United States alone, to say nothing of studies in Canada, Britain, Scandinavia and elsewhere. This part of the picture is relevant for two closely-related reasons, (a) the large proportion of college students who come from the high-school graduation stage, or near to it, and (b) the mixed psychologies of alienation or apathy on the one hand, and of reticent conditioning on the other, which some college students may bring with them. The college offers a new look, and it is usually freer and more comfortable than the massive university. Nevertheless, continuous learning may be far from a smooth transition in this critical period, especially since there are more choices easily available and the issue of career versus higher education becomes a sharpened one. "Critical juncture" is in fact more descriptive than "continuation" in this first half of the college session. This is one of the special reasons why counselling is so important a function in college operation. It can be extremely valuable, but it is also onerous and complex. Counsellors quite properly feel the need for consultation with their counterparts in other colleges and other educational and training institutions; and everything should be done (in time-tabling, travel costs, information coordination, etc.), to facilitate and develop this function. The growth in interest in Women's Studies is only a further and highly contemporary example of this special dimension of the college system.

This is still only part of the story, however. A growing proportion of the student body of the fully developed college is not

recent school-leavers, or young men and women. It is drawn from the older and majority age-groups; men from jobs that do not satisfy or reward them, or with skills that seem to be insufficient or no longer in demand; women who for a variety of reasons want to enter or re-enter the labour market; women and men whose family responsibilities have changed, leaving them with more free time; farm residents who want more technical knowledge or want to leave the farm, or who want more recreational or educational or "urban type" interests to help them remain on the farm; older and retired people (not forgetting widows) who may have skills or interests or experience to offer, or who may want to fill up the gaps which retirement or lonely living may otherwise threaten. Continuous learning has come into vogue, not only because there are actually more of such people, but because of the recognition that (a) one can learn, if encouraged, at any age, and (b) learning in some areas, such as public affairs, international issues, physical fitness, ecology, inflation, discrimination in listening, reading, or the arts, is more important than ever.

This amount of description, and it is far from complete, is necessary to show the unique significance of the college, but also its difficulties. It is an excellent thing to mix all age groups and diverse specializations; it is a very difficult thing to administer and to teach a wide "cafeteria" of courses, units, seminars, day and evening classes, relatively short semesters, part-time and full-time students - and in a complex of centres. If facilities are inadequate not only for lecture and seminar rooms but for study, food, rest, meetings, and social gatherings, the stimulus may fade and frustration take over. Overcrowding is bad enough at the university, and we are having evidences of it in Canada which are relatively new, but in the college circumstances it can be far more damaging. If we believe in continuous learning, therefore, we must now understand better the ways in which it can best be provided. In the metropolitan complex, the problem is more challenging that in smaller centres and rural areas.

Even this does not depict the totality. Continuous learning goes on today outside the educational institutions and in the community at large on a vast and accelerating and powerful scale.

Television is the outstanding example. Many children spend more time looking at television sets than they do studying at school. Some of them listen interminably to mechanized music, and do their homework "with radio". Viewing time among adults is a preoccupation without precedent in any previous era, and some of this to any objective analyst of news, information, entertainment, or culture, is better described as mis-education. The adult college candidate who is by attendance showing his or her willingness to study is undoubtedly being armed against unwary conditioning; but "continuous teaching" in the 1970's environment is none the less exacting. College instructors have much to their credit in enlisting the aid of modern communications technology such as broadcasts, visual aids, study cassettes, and language labs. However, they still need time for personal contacts, seminars and debates, coping with negative as well as positive responses to learning and to some of the formerly traditional disciplines, such as history, which are no longer taken for granted.

A long-range view must face unprecedented rates of change and the stresses and counteractions it produces. There are many examples - the impact of television, managerial revolutions, what Galbraith has called the growth of expectations among low-income groups, and the changing values of many young people as evidenced in the increased interest shown for creative skills, craftsmanship, and communes. The four-day working week already exists; not everywhere it is true, but more widespread than many realize. Holiday allowances are steadily increasing. Automation and cybernetics are realities; technology is constantly making skills obsolete and new skills necessary. Men and women need to renew their interests and develop their inner resources, whether one wishes to think in labour market terms, or in leisure-time terms, or in terms of the future and the quality of life. Emphasis on types of linkage has become more important as the danger of monolithic structures has grown greater.

It is timely to add at least two auxiliary points to this "new look" at educational opportunity. (1) One is its importance for women. Conventional patterns of male and female roles are changing

at last, and nowhere more than in educational institutions and occupational entrance. If women are no longer to be oriented overwhelmingly to teaching, nursing, and stenography, and to home economics or biology at universities, the range of choice for them is an even more critical matter than for men. Counsellors and curriculum designers, no less than employers, have to be aware of this; and appropriate flexibility in qualifying requirements and career objectives must be built into courses and programmes.

(2) Similar considerations, but for different reasons, apply to potential students from farm and rural areas. Migration has been accelerating from rural areas to metropolitan centres. One of the constructive remedies is to make rural and farm life more attractive. However, it is not a question solely of offering technical instruction, important as this is for the present and future of efficient and rewarding agriculture, but it is also imperative to offer cultural and personal development opportunities. Adult educators will not need to be reminded of the virtues of the century-old folk high school movement in Scandinavia and what it has contributed to the livability as well as the efficiency of the Danish farm; or, closer to home, the efforts of the Antigonish cooperatives in Nova Scotia, or the Commission on Rural Life in Saskatchewan (1957). The whole question of rural amenities must be brought up-to-date; not only because, in the Lower Mainland, the farm areas are so tied to their metropolitan setting, but because there are all the potentials of multi-media services, which can change the whole quality of modern education as well as restoring some of the city-country balance which is, at present, seriously endangered.

Following our consultation with the Extension Branch of the Provincial Department of Agriculture, we have been supplied with an extensive list of possible areas of instruction for established, part-time, and prospective farmers, for youth from rural areas, and for technician training, which we are passing on to Fraser Valley and other colleges. The Branch advises that general courses in "agriculture" are unsuitable, because they do not discriminate

sufficiently between the levels of management and operation involved, but also because the necessary facilities or experienced staff are not assembled for the task. A fully representative Advisory Committee is therefore essential to examine carefully the structure of courses and the competence of instructors. The present committee operating for BCIT courses now includes government, university, and farmer membership and will be developing liaison with Fraser Valley College. It would be desirable for it to report to other colleges through the medium of the proposed Regional Council and any of its appropriate inter-college committees.

4. Post-Secondary Programmes: The Implications for Flexibility

It will be readily apparent from all the considerations assembled in this Report that flexibility is a watchword for the operations of a community college. We wish to acknowledge at the outset that, from all of our contacts with the colleges, and from the preceding evidence assembled by the Task Force from which our own work stems, college personnel from council members and principals to instructors and support staff are well aware of this guiding principle. Nevertheless, it is valuable to spell out as clearly as possible the various elements and directions which are implied. Flexibility does not come into operation without give-and-take adjustments between colleges, between regional administration and the local centres, not least between instructors, counsellors and students. The "open door" must have some regulations for the common benefit and the guidance of newcomers; it must not become a "revolving door" because students overload or overestimate their capacities. Satisfying flexibility, in a word, assumes intelligible responsibilities.

(1) Widest possible choice of courses. The possibility of changing from academic to career or occupational courses is one of the most welcome resources of the community college. The time-table programming, by terms or semesters, helps this directly. The student is not bound to a university session which might become a lost year; he or she retains credit for units completed (and they may be

transferable); there is no stigma attached to making a shift. The wide spectrum of career programmes is a boon to the student searching for something attractive as well as productive, and which will therefore generate motivation. The shorter time-span, as compared with a university degree, is further incentive, besides involving far less cost.

(2) Freedom of choice, combined with informal and sympathetic counselling. This combination is deliberate, in the light of what has been said above. Counselling is another built-in feature of the college; there are always students who do not need it, but few who will not welcome it when they need comprehensive information before making selections, or reassurance about their own abilities or tenacity. The fact that college constituencies are far from confined to recent high-school leavers must never be forgotten. The "mature student" - now happily being recognized by universities - is closer to being typical for colleges and certainly creates a sizeable and recognizable group. The senior citizen, the worker who needs upgrading or a new skill, the married woman whose children are now grown up, must feel some freedom of choice. They do not want just to "go back to school"; they will usually welcome a mixture of ages and backgrounds, and they will respond enthusiastically once they have negotiated the initial period of transition. Combinations of career units per se and general education, community service, or personal development units, may be of particular value to such people; and here again the truly comprehensive college, with community linkages, can cater fully and well.

(3) Career orientation adaptable to people and to society. Universities can claim, quite properly and with considerable credit, to produce professionals; institutes and polytechnics produce highly-skilled and knowledgeable technologists; trade schools create skilled craftsmen. But the needs, not only of the modern labour market but of social services, of modern government, of new urban and rural developments, and of constructive leisure and cultural activities, are more

diverse and complex than ever before. The occupational components should be seen as careers in the best sense, offering satisfying employment both in service and in personal terms. They may be "stepping-stones", leading the way to further advancement or training, but not "stop gaps" or "dead ends".

One of the valuable devices pioneered by some colleges (in our area, the Vancouver City College, as it originally was, and its affiliated units, is a most creditable example) is the "package programme" built from a combination of units or courses. This serves several purposes. It permits courses to be established for their intrinsic contributions, such as geography, local history, social science, competency in English, and basic mathematics. It permits combinations of general as well as technical education, a cross-fertilization more and more necessary in a world in which specialized technology and knowledgeable citizenship too easily become divergent. It facilitates up-grading, whether for students who left high school at early grades, for academic preparation (university or BCIT entrance), or for prospective trainees who are handicapped by relatively unskilled backgrounds. Finally, it offers the resources, sometimes with new units which are easier to construct because of elements already taken care of in existing courses, for creative programmes meeting new occupational needs, or old needs which have been met before only by improvisatory methods or a few adaptable individuals.

We have recommended elsewhere that the advisory committees for career courses, which were originally instituted for all technical programmes, should be re-examined with a view to coordinating their expertise and practical advice on a regional basis. We have also recommended some research projects which would clarify demarcations of professional-technical-service levels. It is obvious that such developments would mesh well with the programme patterns and their capabilities of adaptation referred to here. It is perhaps as well to emphasize in this connection that apprenticeship and trade-training courses, and work-study projects, should be equally considered along

with all other occupational levels, in applying this investigation to the metropolitan network. The "in-service" idea need not be confined to the professions or the universities; its applications are highly relevant to today's rapidly changing economy and society, and the Lower Mainland must be a major locale and an enterprising leader.

(4) Widest effective transferability arrangements. On the initiative of the Academic Board, much progress has been made in the articulation of community college courses accepted for first and second year university credit. This is one of the best recognized transferability areas, for it has been a procedure for which junior colleges were actually established in California and several other U.S. states. It was, moreover, anticipated in principle by the Macdonald Report on British Columbia higher education (1962); though whether that report recognized the fullest implications of the comprehensive college is debatable. Once colleges became operative in B.C., their initiatives and cooperative discussions with BCIT (established in 1962) led to provisions for appropriate first-year courses in the colleges to be accepted for transfer to the Institute of Technology. This is a situation much to be desired. In its particular capacity for highly selective and concentrated training, BCIT is, like the universities, a basic provincial resource. It should therefore be available for candidates from all areas who can qualify. In its first years, it was common to receive applications from students who had already spent a year or even longer at a university. There is nothing basically wrong with this, but it is reasonable to hope that, with widely disseminated information and counselling, more logical and less uneconomic transitions will become the rule. The considerable extension of evening classes at BCIT is also creditable; it is further evidence of the value of a central resource for people who are motivated to occupational improvement when the credits they need can be fitted into their available time.

Transferability between vocational schools and other institutions may seem less straightforward, but it must be fully explored. The

requisite intermediary is undoubtedly the community college, but there is room for working out new divisions of labour, and perhaps some creative transfer-course construction. Preparatory courses for vocational programmes have been instituted in some places; (for example, for candidates with less than Grade X schooling); there is also a growing need for clerical, arithmetic, record-keeping and similar components to the skills of modern industry. Some general education courses, in geography, economics, or ecological aspects of British Columbia, are likely to be welcomed when their relation to logging, construction, metal-working, etc., is clearer than it might have seemed in secondary school. At best, a review of these vocational areas should be undertaken by representatives of public post-secondary institutions, notably those that specialize in vocational courses, the colleges, and BCIT. And the relevance of this area of articulation to the clarification of "technical levels" recommended elsewhere, is readily apparent.

(5) Aspects of regional coordination. It is clearly necessary to develop transferability not only between all levels of education and certification, but geographically as well. Regional planning will assist in this, through the collective examination of college and centre calendars. The products are not just the elimination of duplication, but desirable specialization in career or community undertakings, better insights into "gap areas", and clearer mandates on proposed innovatory ventures. Perhaps only a few community service offerings raise issues of transferability, but if credits or certificates are involved at all, transferability is sometimes more important than sheer geographical accessibility. Time-schedules are relevant in that long-distance commuting once a week may be acceptable and bearable, whereas a three-nights-a-week requirement would not. A preview of applications or intended registrations might prepare the way for a shift to another college or centre within the region, or the setting up of a local unit in a school or other building most suitable for the majority.

5. Transferability: Some Curriculum-Building Dimensions.

There is one type of course offering for which the community college has a special vogue, and this is the preparatory or introductory course which can take many forms. It may be designed for the person who is coming back to study (or "further education", as distinct from "higher education", as these terms are used in Britain) after a period, long or short, out of school; for the person upgrading in skills or in knowledge of current technology or related sciences; for the person wishing to go to university who does not possess the formal entrance requirements; for the person taking a "later-life" interest in a particular subject or general education or public affairs; or as an educational framework, composed from relevant subjects, for a career course which many not have been packaged or thought of in integrated form before (e.g. social welfare aide, child care worker, planning assistant, pollution or noise-control technician, etc.).

It would be a great mistake to regard such courses as elementary or as easy to teach. A truly integrative and enlightening course is generic rather than elementary; it must introduce the student to several branches of knowledge, but show their application to a social service, a technique, an industry, a professional or civic responsibility. Training must be illuminated by education if it is to encourage and facilitate self-development. These unfortunately are all too easily treated as cliches, and they must be brought to life. Overemphasis on technique, or on abstract concepts, or on one "discipline", will destroy the balance. And the studies, which may of course include skill practice or field work must be attuned to a mixed group - men and women, young and old, married and single, different ethnic groups. There is an advantage for students in experiencing the contacts and exchanges of a mixed group, but the instructional climate cannot be that of the high school or first-year classroom.

Fortunately, there is a sizeable and growing body of experience with this area of preparatory-generic curriculum building. The Arts

programme at UBC, the College Preparatory courses at VCC and elsewhere, the Skill Development courses at vocational schools and community colleges, and some of the general course units built into career-programme "packages", are different examples. It would be a highly valuable exercise if the colleges, together with the Faculty Association and the B.C. Association of Colleges, could organize a Conference on Preparatory Curriculum Building, which could review this experience and lay down some guidelines for future planning. The subject is of course not confined to the Lower Mainland, but the metropolitan colleges have larger numbers and more opportunity. The Conference could unite participants from the universities and from such groups as the Canadian Studies Foundation; and it might well require a series of sub-committees or interest groups, such as Canadian Social Studies (history, geography, political science, etc.), Environmental Studies (social as well as physical and biological sciences), the Para-Professional Services Today, Social and Economic Aspects of Technology, Regional Planning Concepts and Practice, Education for Community Service and Citizenship, Knowledge for Leisure and Culture, Mass-Communications and Civic Education, and so forth.

There are some administrative matters which can be pointed up against this background. One is the articulation of first-year university courses. Considerable progress has been achieved through consultations subject by subject between university and college instructors, but there are still some unresolved conflicts. Neither the curriculum designed for Grades XI and XII secondary school students, not first year university courses designed for students who are going to specialize in history or psychology or mathematics, is necessarily the better model. Compromises must be struck between intensive bibliographical reference on the one hand and general-knowledge applicability and citizenship understanding on the other. College instructors must beward of lax "dilution" at one extreme, but also of formulating specialized courses more appropriate to third or fourth year university majors or graduate research. Only a cooperative discussion of differential objectives will achieve this result; the goal is not one of over-detailed standardization.

A different area is that of preparatory or auxiliary courses for vocational and career programmes. It is an area in which community colleges are well equipped to serve, provided that they consult freely with technical instructors and with advisory committees, and there is goodwill on both sides. It is altogether likely that student discussions could help also, if they are well planned. The differences between beginning, middle, and completion of course assessments would be instructive. Each craft and service has its own unique factors, and there is much need for joint evaluation of the performance of graduates. The time scale, especially for short courses, work-study, and apprenticeship systems, must also be reckoned with. But there is a guiding principle which all concerned, including educators, students, vocational instructors, and employers, should recognize. The over-riding goal of all instruction is to help people learn how to learn. Whether it is a skill, a service, a profession, or a diploma, this is the real test of the curriculum. "Curriculum" of course includes the study facilities, the instructors, the learning environment, fellow students - and the opportunities of the region.

6. Vocational Education: Appropriate Dimensions

No decision can be made about courses primarily of a skill-training nature that does not take into account their special characteristics. Vocational courses derive from many sources; apprenticeship systems in such industries as construction and metal-working, with agreements which have been worked out with trade unions; training projects organized for the unemployed or the unskilled or insufficiently skilled by the Department of Manpower; training projects suggested and supported by business firms; "pre-employment" programmes, whether designed to help people find a job, or to upgrade them prior to taking a specialized course; night-school classes organized through school boards, which may relate to any of these. Some candidates pay fees, while others receive Department of Manpower training grants. Many courses may be of short duration, and most are completed within ten months. Candidates are eligible with Grade X high-school completion, though many have Grade XII; some upgrading may be supplied; some

mature students may be accepted on experience grounds. Not all courses are of bench-and-tool type; secretarial training is a large section, and there are service groups such as practical nursing. Instructors are recruited very largely from the industries or institutions in which the occupations are usually employed. Not all become full-time instructors, and some are virtually on a loan basis. Equipment is obviously of basic importance, and there are recurring problems of changing technology with which instructors and course lay-outs have to keep pace.

Of the value of this skill development - commercial, industrial, governmental, and personal service - there can be no doubt. It is estimated that in the twenty-five years of operation of what is today Vancouver Vocational Institute, some 55,000 graduates have received skill training, and they are to be found not in the Vancouver region alone but all over the province. The concern to develop secondary manufacturing industry in British Columbia, and the marked growth of service industries and occupations, add further to the importance for the future of this branch of instruction.

The time has come when vocational training in the metropolitan area must be accorded equality of recognition with all other types of instruction. It is on these grounds, that we are recommending the separate establishment of the VVI as a self-governing vocational college, also that the present B.C. Vocational School in Burnaby should become similarly the Burnaby Vocational College. The Board of each college would be constituted on the same general lines as those proposed in the provincial Task Force report, but with appropriate representation from industrial interests and labour. There may be advantages to be gained from coordination of the several Advisory Committees at present functioning for the specific courses, with extended reference for both metropolitan and provincial purposes, and we suggest this to the colleges for consideration. Looking ahead, the provision of more career courses in Richmond, Surrey, and the Fraser Valley generally should be kept in view. The instructors in existing institutions have expressed their confidence in the advice and

cooperation of these advisory committees; and we assume that organization and evaluation meetings might be welcome, for vocational-technical groups or "families" of occupational instruction. We are hopeful that the agreement recently documented by the Minister of Labour and the Minister of Education will facilitate the review of all vocational curricula, and that advisory committees and relevant instructors will participate as effectively as possible in this review.

So far as can be judged, only a minority of present students appears to be interested in expanded courses beyond their immediate practical training, such as are characteristic of the career-programme "package". An even smaller minority seems interested in possible transferability to university programmes or to the BCIT. But these minorities are important; with improvements in the facilities and attractiveness of the Vancouver and Burnaby Colleges, transferability procedures should be facilitated for all students capable of continuing their education and training elsewhere.

It is abundantly evident that the Vancouver Vocational Institute, in particular, is greatly in need of better facilities, not only for equipment but for students, in respect of library and study facilities and meeting places. Reciprocal arrangements within the whole college system will encourage these students to take advantage of the regional recreational facilities suggested elsewhere. Both transferability and student interaction should be kept in mind when contacts between all students associations become a clearer possibility. All these aspects of cohesion and goodwill are part of the goal for a metropolitan community college system.

7. College Faculties.

Everything that is demanded of colleges comes back always to the instructors. We have tried repeatedly in this report to emphasize the variety as well as the responsibilities that must be understood in any consideration of the teaching staff. If college instructors need special strengths, they need also sympathetically-understood

privileges, such as manageable class-sizes, compensatory time-tables for travel and evening-lecture loads, and adequate vacations. A college teacher can have far more varied tasks and varied people to help than is generally realized, as he or she must characteristically be more approachable and more innovative than many a school teacher or university professor. Accordingly, colleges must be granted the funds to make available adequate office facilities, not only for study and work preparation, but for counselling and staff and student meetings. There are also important differences to be recognized between classroom, seminar, workshop, and studio modes of teaching and learning contacts. Faculty and students alike, and also student-faculty and student-administration relationships, suffer from make-shift and overcrowded buildings.

It is also necessary to emphasize that, for college personnel, experience and personality must be recognized as qualifications at least equal to academic ones, if not more so. In-service arrangements, with time allowances as part of the service contract, not extra obligations to be met by the instructor at his own cost in hopes of promotion, and opportunities for inter-college consultation and sharing of experiences, are vital. The recruitment and professional development of college instructors need more attention than they have so far received. Faculties of Education which have made contributions in this direction should be aided in building permanent liaison with the B.C. Association of Colleges, and college faculty associations, for the mutual promotion of these critical functions. In the appropriate forecasting of needs in the next decades, and the financing required to bring the colleges to maturity, personnel must be a priority consideration in relation to all matters of buildings and facilities.

III

PRESENT AND FUTURE COLLEGES

1. Multiple Objectives.

A metropolitan plan which will ensure the best development for colleges and for the people to be served, must steer its course between coordination and independence with a series of objectives in mind. (1) The region as a whole must be served, despite its complexity, because of its importance in itself, its certain future growth, and its social, economic, employment, and cultural relation to British Columbia and Canada generally. (2) Its many constituent areas must be catered for as equitably as possible. Some of these are recognizable local communities or neighbourhoods; some are marginal or indefinite, needing services, facilities, volunteer action, or all of them, to become community-oriented; some have missed out in the piecemeal growth which has so far characterized the educational institutions of the region. (3) Balance between types of programmes, not solely locations, must be kept in view. (4) The colleges, and all other appropriate units, must have a reasonable degree of autonomy, protected by wise administration as far as this subtlety of educational operation can be organized institutionally, but effected also by professional understanding and give-and-take consultation whereever it is helpful. (5) The colleges must be encouraged and assisted in several types of community-service programmes; some they have initiated, and some they have helped to coordinate. But this must be a two-way process in that schools and citizen groups must remain free to sponsor projects of adult participation, seeking help from the colleges where this is valuable. (6)Liaison must be preserved, and sometimes provided for in the governing arrangements, with cooperative groups as aforementioned, but also with institutions to which transferability applies. (7) Planning must be understood and implemented, not solely as budgeting, but as programming of services

on the one hand and as contributions to good physical and social planning within the region, on the other.

2. The Vancouver Units.

Any consideration of coverage and coordination must begin with the Vancouver units, which are the pioneers in community college development not only in the city, but in Canada generally. The Vancouver School Board started night-school programmes more than sixty years ago. At King Edward Secondary School, courses were developed for secondary graduates continuing beyond grade XII, and then for adults through evening study; it became the Continuing Education Centre in 1962. Vocational and technical programmes were equally provided, both as day and evening courses, and these were incorporated into a Vocational Institute as early as 1949. The Vancouver School of Art was established in 1925, at first to offer art education beyond the secondary level. It now has a comprehensive programme in the visual, graphic, and plastic arts for a two-year certificate, a four-year diploma, and some graduate work. When these units were coordinated as Vancouver City College (1965) and most recently as Vancouver Community College, with a principal directing each unit, the system was still pioneering in an effort to achieve coordination and comprehensiveness at the same time as preserving unit individuality. Efforts to finance and establish a new college in the False Creek area were not successful; but Langara, a well-designed building with open space and recreational facilities justifying the description of "campus", was completed in 1970. Finally, Community Education Services and a number of preparatory courses designated as Special Programmes were set up as further constituent units. All of these units are presided over by a College Council and a senior principal, and there is one set of supply services and financial arrangements for the total system.

Every one of these units has a praiseworthy record of services and initiative developed in the face of many difficulties, and all of them are a tribute to a single School Board which supplied personnel

and financing over many years in a constantly-growing city. But all of the units, with the exception of Langara, have suffered from the ravages of time, improvization, and overcrowding. Even Langara in the last two years has had to cope with a far larger student body than it was originally designed for. The Vancouver Vocational Institute, in particular, is deplorably run-down and overcrowded, with totally inadequate facilities for study, social meetings, or meals. Inequalities between the units are an understandable source of tension. Lack of communication between units, and between faculty and administration, is a widespread complaint.

There are great potential assets here to be restored and enhanced. The need is urgent, because the demands on them can only increase. The outstanding priorities are (1) a new college in the central area which can re-establish the community college comprehensiveness in an appropriate form, and (2) a radical restoration of the vocational facilities which will also establish the status of career training in up-to-date terms.

3. A New Vancouver Community College.

For the new college, there is an important context which must be understood if the full benefits of a downtown college as a civic educational centre are to be realized. That Vancouver is a great urban centre for much of western Canada is a fact demonstrable by present measurements and all reasonable forecasts. Even if growth patterns of the next decade or so should be slowed by current economic prospects in the world, its importance for Canada's Pacific Coast cannot be minimized. What is not sufficiently correlated with this fact is a two-fold weakness in general understanding. The first is that "the city", however, defined, is socially and physically diverse, far from cohesive in jurisdictions or in comprehensive planning, and extending to several urban concentrations, great suburban proliferations, and substantial rural and even frontier sectors. Greater Vancouver"as a metropolitan region", in need of educational as well as administrative coordination, is an unfamiliar concept to all too many people.

The second lack in general comprehension relates to the city as a social and cultural entity as well as a focus of business, commerce, industry and other economic activities. The common usage of the term "central business district" (or simply CBD), and the unfamiliarity of "civic centre", are symptomatic. In recent years there is welcome discussion of the city as a place for people; pedestrian enclaves are being implemented here and there, long after they have been traditional in older cities, and deliberately created in the cities which have espoused town planning as a social goal. Nor is the city lacking in entertainment or in artistic activities. We have the Queen Elizabeth Theatre, the Planetarium and Museums complex, the School of Art, the new CBC headquarters, Granville Square as well as the Granville Mall, and citizen interest as well as varied plans for the rehabilitation of False Creek. But do we have wide understanding of the multiple functions of the city, and sufficient discussion and consensus for the several "character areas", notably the cultural and educational ones, to be understood, protected, and enhanced? Above all, are these cultural areas recognized as being available, or needing to be made available, to all the residents of the far-flung metropolitan hinterlands? Another symptomatic factor is relevant here. How far, if at all, is a public transit system seen as facilitating movement to the cultural centres of the metropolis, not merely for coping with the daily commuting to work or easing the automboile congestion in the Burrard Inlet crossings to the dormitory suburbs?

Because community colleges are for adults, for wage-earners, for night-classes, as well as day study and younger students; because they are for the arts and leisure cultivation, for general education and civic affairs, as well as for vocation and post-secondary course work; they must play their part in enhancing the quality of life which is far from satisfactory in the modern urban structure, and will require intensive and creative effort in the decades before us. In the suburbs, secondary town centres must be developed against the pressure of urban sprawl which otherwise threatens. In the central city, where land is scarce and values high, college siting must not be just a matter of real estate and improvization; not even a matter of accessibility under

present conditions of unsorted traffic flows and insufficient public transit. It must be organized as far as possible in liaison with the most socially enlightened planning we can generate, and with an eye always to the future- future needs, future goals, the contributions which faculty, students, college units and college social facilities can make to a more livable city. Administrative efficiency and careful budgeting of revenues and expenditures are undoubtedly necessary, but they should be considered in relation to cultural goals, creative educational programming, and the overriding provision of communication and discussion. Neither schools nor universities, important as they are, can by themselves provide this central civic service. Community colleges have the potential, but they cannot realize it without serious review of their current undertakings and preoccupations.

4. Langara

The newest and best-equipped of the Vancouver group, the Langara campus has best been able to establish an identity. Once it is clear that inner-city Vancouver requires a new community college facility, and that the overburdened VVI merits a new life, it is very much in order that Langara should become a separate college in its own right. With boundaries eliminated as jurisdictional or constituency concerns, it is very reasonable that Langara should extend its range, in whatever programmes are appropriate, as far as Richmond. Between Richmond and Langara expansion of career and vocational programmes will be desirable; and Marpole, somewhat unserved hitherto, though it is an urbanized and growing sub-centre, should be able to be better drawn into educational, vocational and cultural programmes.

5. The Special Programmes Division

The Special Programmes Division which took over the residual programmes of the Vancouver City College complex, and also the old King Edward School building, has a praiseworthy record of community services of great variety. All of them have justifiable and often creative

purposes. Preparatory programmes, however, as has been indicated elsewhere in this report, belong to all colleges; and all colleges should be free to initiate new or experimental programmes when needs are identified. We therefore recommend that the Special Programmes Division as a unit should be phased out as soon as the new Downtown College is in operation. Many of its services will be appropriate in the new college, but others may well be transferred to Langara, Richmond, Capilano-Burrard, etc., and perhaps particularly to the vocational colleges.

6. Vocational Colleges.

It is helpful to consider the Vancouver Vocational Institute and the B.C. Vocational School located in Burnaby, together; for in spite of their differences, notably in space and equipment, they raise similar questions in relation to the basic concepts of the need for reasonable autonomy and the balancing of programmes between vocational and other educational services. The Burnaby school is provincially financed; the Vancouver institution is primarily part of the local School Board, though both qualify for federal training grants. Within a Lower Mainland system, there should be an equalization of status and procedures as far as possible, in the interests not only of the candidates for training, but for sharing of experience and balancing of programmes in the light of the total industrial and commercial needs of the region. There can be no question of dismantling the equipment of either of these vocational facilities in order to create conventionally comprehensive institutions. It is entirely possible, however, and eminently desirable, to re-establish them as equal-status colleges within the overall system, with concentrations upon certain kinds of instruction indispensable to a fully comprehensive regional service.

We therefore recommend that the present Vancouver Vocational Institute (VVI) become the Vancouver Vocational College, and the present B.C. Vocational School (Burnaby) become the Burnaby Vocational College, each with a self-governing board constituted on the same lines as the other college boards.

The purpose of this change is not merely to provide a degree of autonomy to these units which they do not at present feel to be theirs. Much more significant is the need to bring vocational programmes of all kinds into complete parity with other further education programmes which are usually described as "academic", i.e., general education or university-transfer or both. The time has come when the arbitrary distinctions which have arisen around the terms "academic" and "vocational" should be eliminated. There are, after all, just as many differences between training for automotive skills, electronics, and construction, as there are between geography, physics, and biology. What matters is the range of options and the freedom and the facilities for choice which should not be restricted by age or sex, nor by the level of formal schooling.

The value of this disposition of vocational facilities is that it makes for a rational and economical distribution within the Greater Vancouver area. This is important not only for local constituencies and commuting considerations, but for an easily understood division of labour between the many types of training. This latter factor, moreover, has basic provincial and general educational implications. The vocational colleges, like all the other colleges of the Lower Mainland system, will have many candidates from outside the region. They will also have, as parts of the total system, a special opportunity to study and implement the newer approaches to generic skills, BTSD methods, and "occupational family" education, which are now receiving attention from many college instructors.[1] Once again, there is a metropolitan potential here of inestimable value for the economic demands of the future. It is of course a subject in which many other colleges will be able and willing to cooperate in conference and research. But the resources of the Mainland are large and varied enough to mobilize it towards a pilot project.

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[1] For a specially noteworthy study, cf. Arthur DeW. Smith, Generic Skills for Occupational Training, Department of Manpower and Immigration, (Saskatchewan), 1973. BTSD refers to "basic training for skill development". (See also Appendix B, Section 2).

In line with these principles, we recommend that a Richmond Vocational College be established which would give special attention to vocational and career courses, partly because of the potential industrial developments in this part of the Lower Mainland region, partly to strengthen the vocational balance as between present centres at Langara and in Surrey.

We recommend also that the planners for Fraser Valley College incorporate within their objectives vocational programmes which can of course have reference to any special training facilities, notably for agriculture, relevant to this part of the Lower Mainland region.

It remains to add that all colleges, no matter what divisions of labour as to concentrations may be worked out, should offer appropriate preparatory courses, whether for basic skills, college entrance, or personal development. There may be variations in balance and in types of programmes, but the "open door" should become a range of open doors in which equal status is given to all kinds of beginnings in further education or educational re-entrance, and for all candidates regardless of age, sex or background. Here again the regional system has a value above and beyond anything that even the best single college can offer. There is room, for experiment and innovation, and for sharing of experience. All of this would be open, at the regional conference level, for periodic assessment of the mutual contributions of technical, academic, workshop and studio instruction, which are being increasingly recognized and discussed by concerned instructors today.

7. The Outer Areas.

Some signal indications of the pattern of the Lower Mainland expanse appear as soon as a few summaries are made. The central city (Vancouver) still has the largest number of residents, and an even larger proportion of the labour force. But there are large clusters of population in the eastern sector of the "peninsula" (Burnaby-New Westminster), in the territory north of Burrard Inlet (West and North

Some Indications of Lower Mainland Population Distribution

Sub-region	Population 1971	Gainfully Employed 1971	New Housing 1966-71
Vancouver	426,000	222,000	14,400
North Shore	126,000	20,000	8,000
Burnaby-New Westminster	169,000	60,000	10,400
Coquitlam-Port Moody	85,000	9,000	7,600
Surrey-Richmond-Delta	217,000	44,000	16,900

Source: See Table 2a, Appendix. This Table in the Appendix gives details, including the proportions of the "sectors" in percentage terms. Much more detail (based mainly on 1971 Census of Canada) is discussed in the report from which this is summarized (Living Close to Work, prepared by Wilbur Smith Associates, for GVRD, 1973).

Vancouver municipalities), eastwards (Coquitlam, Port Moody, etc.), and most of all in the southern and eastern suburbs south of the upper arm of the Fraser (Richmond-Surrey-Delta). At the Census date (1971) 133,000 workers worked in these "outer" areas, as compared with 222,000 working in the "inner" city, obviously with a great deal of commuting. New housing - the chief index of residential and related real-estate expansion - even measured over five or six years, shows that the southern suburbs have experienced the most urbanization, though the "filling-in" of Burnaby has also been substantial. Delta, the most likely area for any future major expansion, registered a population increase of over 120 per cent in 1966-1971, though in numbers Richmond and Surrey added most to the "new suburbs". But the percentage increases in Port Coquitlam, Coquitlam and Port Moody - relatively "old areas" in the Greater Vancouver peninsula - were highly significant at 83, 43, and 58 per cent respectively.

The developments of housing, roads, commercial additions, traffic, municipal services, and encroachments on rural, timbered, and agricultural land, were most rapid in the late fifties and early sixties.

Reports of the Lower Mainland Regional Planning Board during that period were descriptive of many of the social features, and they still merit study. Only one quotation is cited here, because it directs attention to the basic factor of land area:

> The total amount of land nibbled at in the sprawl area is enormous. With only 750 square miles of usable land in the Lower Mainland, the sprawl belt encompasses around 100 square miles. At the same time it contains only about a tenth of the population it could easily hold in single-family housing. In one municipality alone, the area - as large as the City of Vancouver - could accommodate in detached houses the growth of the whole metropolitan area for the next ten years. The consequences are grave. It wastes our limited supply of arable land and undermines the whole pyramid of industries based on agriculture; it endangers our economic future by decimating potential industrial land - which will be scarce soon enough; and it destroys potential parks, airfields and other key sites which will one day be badly needed.[1]

This was written in 1963. The growth pattern has stabilized substantially in recent years, though the provincial government's action in 1973 to control any further alienation of farmland needs to be remembered. What is directly relevant in the present context is that outside of Vancouver City there were no community colleges. They have had to work to find sites, to cope with transportation problems, and to discover their communities, in areas of sporadic and low density growth - areas undergoing a variety of transitions. And action, whether for public schools, local services, or coordinated planning itself (taken on by the Greater Vancouver Regional District and three other Regional Districts after the dismantling of the Lower Mainland Board) has had to depend on more than a dozen School Boards as well as fourteen to seventeen municipal governments.

It is at this point that maps are essential. Basic physiographic factors correct the picture that might otherwise be assumed of vast areas of available land. The acreage referred to above is important,

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[1] The Urban Frontier, supplementary study in "Land for Living" Series, Lower Mainland Regional Planning Board, 1963, p.4.

but mountains, the great water-courses, and other physical features which prevent residential subdivisions and decisively condition traffic routes, reduce the real "college areas" to limited sectors. A precise evaluation depends on socio-economic, "constituency", and programme data which are not yet available.[1] Still other factors, however, are of prime importance. The great agricultural reserves of the Fraser Valley, steadily more extensive as one moves eastward up the Valley or into Delta, must be protected now and in the future, and they support a farm population for whom colleges must develop appropriate services. The Indian reserves, particularly numerous and extensive within the Fraser Valley College sub-region, likewise make their particular demands on educational, vocational and other services, and Fraser Valley College has already demonstrated its willingness to provide these services. Open space, though varied in components, is important not only in relation to building sites, but to recreational facilities, planning, and conservation.

School boards and municipalities have legitimate concern in the development and the distribution of colleges, but boundaries must not be allowed to hamper programme initiatives. A balanced framework of career courses, a balanced framework of transfer courses, a balanced framework of community service, preparatory, and cultural projects - each is more important than a framework based on boundary lines. In any case, flexibility and transferability are paramount. There will always be some students wishing to attend a facility not in their immediate college vicinity, and provincial financing is a major factor which facilitates this.

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[1] See Appendix A. Tables 7a, b, c, though they relate to 1960, are reproduced in the statistics section of this report for illustrative purposes. Time did not permit analysis of 1971 Census material on similar lines; but in any case this will be best undertaken by the proposed planning secretariat in collaboration with GVRD and other District staffs.

8. Capilano.

The North Shore mountains of the Coast Range, though penetrated by houses, estates, ski lodges, etc., at several points, confine the apparent spaces extending far north to a relatively long and narrow strip. There are extensions east and west (to Squamish, Howe Sound; and around Indian Arm), but major east-west transportation now provided by the Upper Levels Highway, is obviously the main link. Capilano College in its initial stages operated from a secondary school (West Vancouver), as have many other community colleges, but this expedient does little for the public image or for student and faculty identity. Persistent efforts finally led to the facilities at Lynnmour, one of the most attractive of all the colleges in the region, and one which in its woodland surroundings may well claim to be most representative of a West Coast setting. It is already strained beyond capacity, however, and its art courses, for example, are housed in a former warehouse south of Marine Drive. The North Shore may not grow as fast as the southern suburbs; but there are important areas in North Burnaby (connected by the Second Narrows Bridge) where several studies have shown potential students who do not feel adequately served. We propose that additional facilities for Capilano should include direction towards this area which will require vocational as well as transfer courses. Expansion in this programme area is also relevant for sections of North Vancouver. A new title, such as Capilano-Burrard, might serve to indicate this development of programme as well as locational coverage.[1]

9. Douglas

If Vancouver has suffered from concentration, Douglas has suffered from diffusion. No less than eight school boards combined to set it up, and the resultant area is ten times the area of Vancouver City. Even allowing for the physiographic limitations referred to previously,

[1] Titles suggested are provisional, to facilitate description and analysis. Constituent colleges, the Regional Council, and other groups may well wish to suggest names once the pattern for autonomous units is settled.

the effective area is more than four times that of Vancouver City. Moreover, the Fraser River, in spite of the bridges, is a substantial barrier between north and south.[1] New Westminster and Burnaby, highly-developed urban areas in their own right, have more connections of work and transport with Vancouver than with the southern suburbs.

If the Vancouver complex of units is characterized by a long period of evolution, Douglas is the creation of relatively new and rapid expansion. It has a creditable record of meeting the multiple pressures of time, distance, and population growth; it has built or improvised units with economy and ingenuity; it has, with the willing cooperation of the school boards, added to a network of community services where "communities" are often far from cognizant or defined. But travelling obligations between the three centres (Surrey, Richmond, and New Westminster) place a heavy burden on its instructors, administrators, and students; all the more so because of a large proportion of evening events. Recent increases in enrolments have put pressures on facilities for study, seminars, instructors' offices, social meetings, and food services, which are mostly inadequate and sometimes non-existent. While there are heartening evidences of dedication and high morale, there is also a variety of student complaints. Travel frustrations and fatigue are among them, but there are also handicaps to collective student activities as it is difficult to engender feelings of identity when the College is physically dispersed over such a large area.

Our recommendations, nevertheless, are not based on these considerations alone. They have to take account of the claims of Burnaby on the one hand, and of the sizeable and rapidly-accelerating importance of the peninsular area to the east which includes Coquitlam, where recent and projected residential projects have led some estimators to envisage a growth of 70,000 population. A redefinition of the Douglas College constituency, and attendant new facilities, would

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[1] In the initial applications, it is significant to note that two colleges, north and south, were proposed.

permit these areas to be served, would eliminate the diffusive aspects of the present situation, and offer to all concerned a much more compact and amenable undertaking.

An important further consideration in this redirection is that the former Haney Correctional Centre may be available for college development. It has open space, residential, and workshop facilities. Besides its potential as Resource Centre for the whole Lower Mainland region, it would facilitate the development of vocational programmes which are likely to be needed in this area, and which would be a desirable balance with the present university and BCIT transfer courses in which Douglas has considerable experience.

10. A New Southern College

With all its difficulties, Douglas has amply demonstrated the logic of a college to serve the new communities that stretch out below the southern arms of the Fraser. We recommend that a new college should be established. The projected new Surrey campus could best serve as a core facility, but it will still have to extend its out-reach units and facilities to White Rock, Langley, and Delta. We recommend that the Planning Committee place high on its agenda the likely need for new colleges for Delta and Langley, in view of population and residential changes to be expected in the next five to ten years.

We have provisionally suggested Green Timbers College as a name for this newcomer to the Lower Mainland, to symbolize its setting and carry a reminder of the scenic and ecological quality of this valuable sector of the Vancouver hinterland.

11. Fraser Valley College.

This newest of the existing colleges, dating from 1974, has already been mentioned. As also indicated previously, it is in every way an integral part of the Lower Mainland. Its existence is to be welcomed,

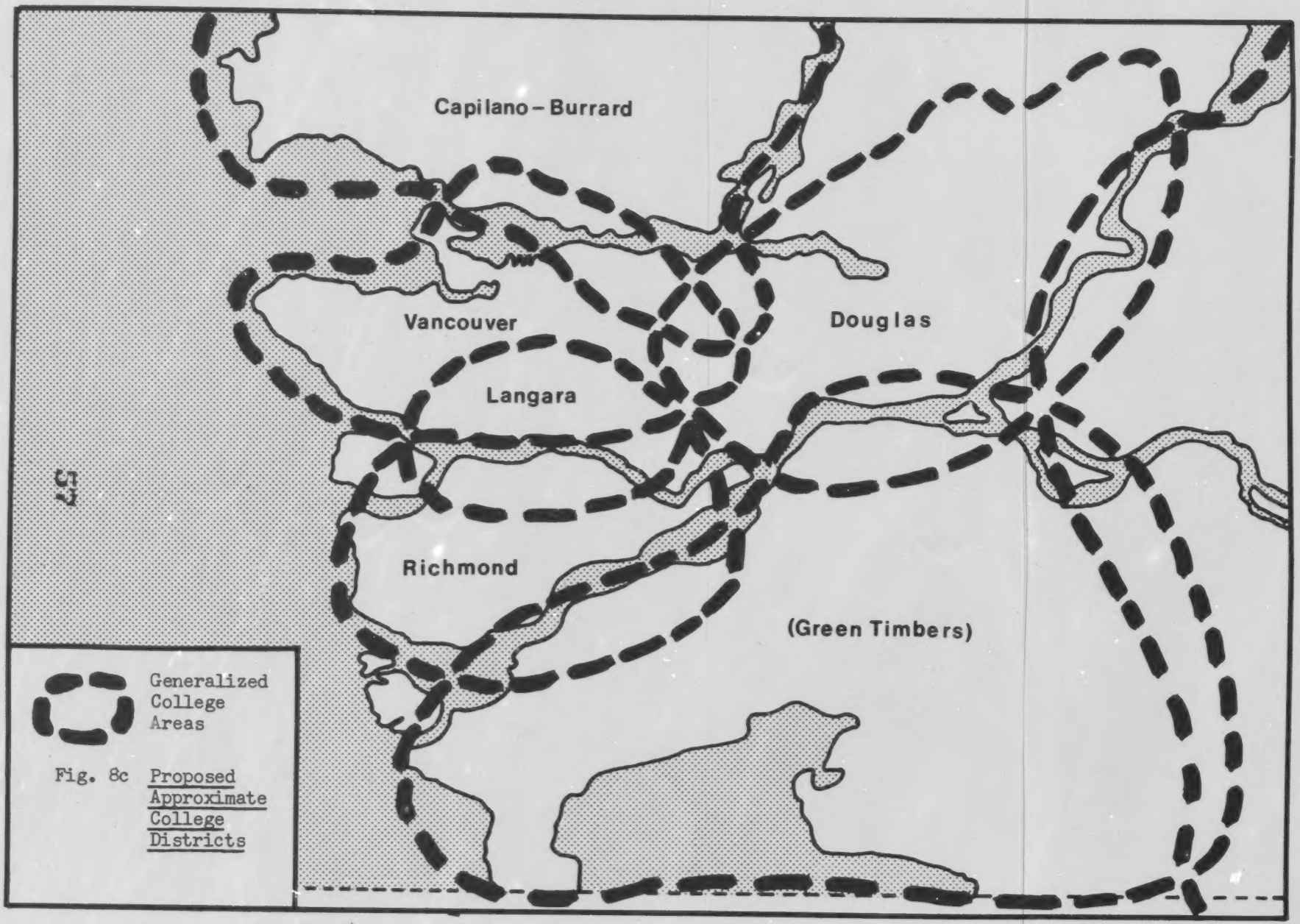

Fig. 8c Proposed Approximate College Districts

particularly as the municipalities and school boards of this part of the Valley made many efforts to set up colleges before the final governmental agreements were ratified last year. We have assumed throughout that Fraser Valley College will be included as a fully-participating member in the proposed Regional Council; and it will of course have its special interests in exploring the best methods to cover its extensive territory and develop its programmes.

It will be clear from the many indications in various sections of this report, that community colleges should not operate within specified boundaries. There are already in fact many students attending from "out-of-area" residential locations. It will be valuable in future to be aware of these dimensions, but cooperation in serving adjacent areas will be more important than any jurisdictional concerns. This is particularly relevant in the light of the balance between vocational and other courses, and the better-spaced network of the three vocational colleges, sought for in our overall goals and criteria. Finally, the Planning Committee will form a permanent channel for identifying gaps or unnecessary overlapping, aiding the Regional Council in its prime concern with effective service and distribution.

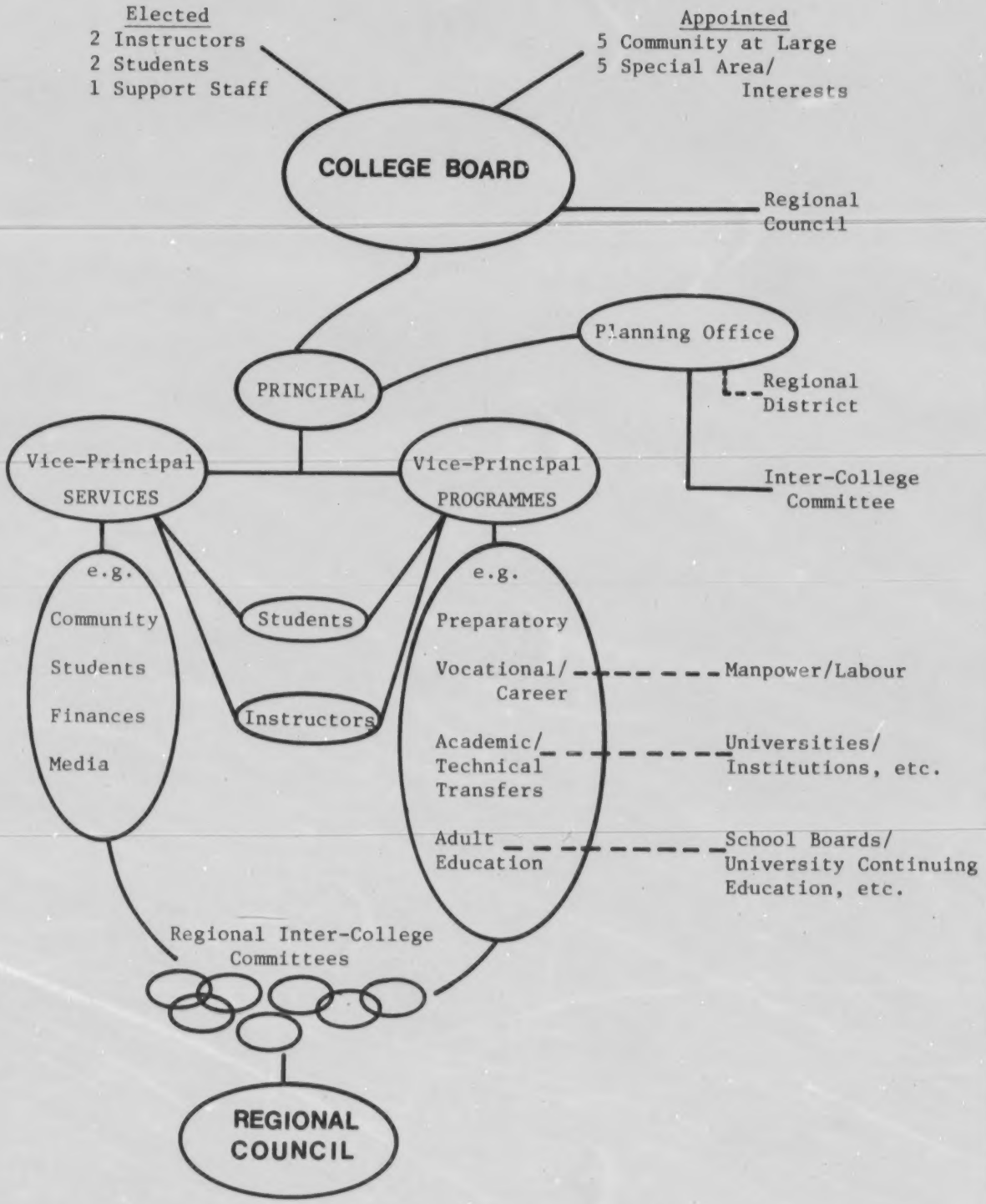

Fig. 9. Schematic representation of a sample structure for a Community College

IV

REGIONAL COORDINATION

1. The Alternatives

There are many possible ways in which community education can spread in a large metropolitan region. School night classes are offered from the base, university extension courses from the top, and a shifting kaleidoscope of lectures, meetings, exhibits is created by clubs and civic associations ranging from film shows to evangelistic meetings. It is possible to tie together units with different functions and backgrounds under one organizing "umbrella", as did the pioneering founders of Vancouver City College over many years. It is possible to have a single college struggling to cover a huge territory, with satellite branches and improvised out-reach units. It is equally possible to have several such colleges, each with the philosophy and motivation of the truly comprehensive adult educator, but lacking coordination and finding a regional or wider outlook beyond their grasp. It is all too easy, as has been underlined continuously in this report, for "trade training" versus "academic education" images to obscure the generic features which need to be re-assessed and built into a continuous-learning system requisite for today's industrial world. And it is theoretically possible to have one centralized authority controlling and directing the whole complex of component colleges, making the wise decisions which are followed out by the busy but responsive satellite centres. But today the costs together with the frustrations and resentments of bigness are better known, and more complained about, than in any previous era.

The answer to reconciling balanced coverage with the initiative and momentum of self-government, lies in a federal concept. Each college must have its own board, established on a representative basis

including instructors, students, support staff, and community. It may, perhaps even should, have a variety of out-reach units, depending on the nature of its programmes and particularly the conditions of locality, but they will be relatively small and only in exceptional cases remote. There will be problems of coordination and communication for these, but the college will have programming officers and field representatives who travel and become invaluable community-liaison personnel. These are educational functions almost unique to community colleges, but there are limits of sheer distance that must be respected.

The Regional Council is analogous to a conferential or quasi-parliamentary body; the model is somewhat akin to the relationship between a Universities Commission and a group of traditionally independent universities, but with much more to do than judicially distributing finances. It is not the model of relationship between a School Board and its schools and principals. The suggestion of conference inherent in the term Regional Council is deliberate. Interaction between Council and Board, between region and college "constituency" is valuable beyond mere terminology. It is a reminder of functions, outlook, and responsibility. It makes demands, but it carries the potential of great benefits.

2. College Boards

The College Board, as recommended by the Task Force would be constituted two-thirds from the community and one-third from the college internally, with instructors, students, and support staff composing this latter group. Other details including the Nominating Committee arrangements and standing committees are set out in the Task Force report and need not be repeated here. The reminder is in order however, to keep clear the distinction between College Board and Regional Council as proposed in this report. For the purposes of further clarification, conceptual diagrams have been sketched out separately.

It should also be added that, in the Lower Mainland, where the incorporation of the vocational schools into the regional system takes a special form, there is room for variation in the selection of the external board members, notably to secure representation of industrialists, trade unionists, consultants, etc., and to take account of Advisory Committees as well as the interests of Departments additional to Education such as Labour and Agriculture.

In view of the special role which school boards in the Lower Mainland have played, over many years as well as in the most formative recent period, we also recommend that at least one of the five nominees put forward by Nominating Committees should be a member of a school board within the constituency. It may be possible at some time in the future, at the time of municipal elections, to elect at least one member of each college board directly. A suitable qualification for such office might be prior service on a school board.

3. The Regional Council

The Regional Council should be composed of board members, one each elected or designated by each college, and a group from the internal college personnel in the following ratio; two administrators, two instructors, two students, and two support staff. The latter follows the lines established for college boards by the Provincial Task Force; and the objective is to hold the Council membership to manageable dimensions, as well as to build in election procedures and rotations of service. It must be constantly kept in mind that the Lower Mainland population is going to grow so that more colleges will undoubtedly be required in the next decade.[1] There will be a series of

[1] One authoritative commentator, Dr. Walter Hardwick, in his recent book, Vancouver (Collier-Macmillan, 1974) put "the sheer numbers that will demand urban facilities" at "an additional one million people over the next thirty years."

standing and ad hoc committees involving key officers from all colleges; and elections and rotations both will serve to stimulate intercommunication on need and interests as well as developing the capacity to adapt to technological, social, educational, and instructional change.

The functions of the Regional Council follow from those which are indicated by the directors of programmes and services operating in each college. It is recommended that the directors from each of the federated colleges will form regional standing committees - on programming, student services, finance, etc., which can meet regularly, electing their own chairperson or coordinator, and report directly to the Council at agreed intervals. In this way, there will be continuous interchange between the colleges and information into the Council. Ad hoc committees of similar character can be formed as required, whether for special developments (e.g., preparatory and generic course construction) or special areas (e.g., fine arts, agriculture).

A major task of the Council will of course be the review of the budgets presented annually by the colleges, but always with consideration of the priorities to be assigned to programmes and locations. Capital programmes will be a special concern as new buildings and far better facilities are urgent in several quarters. While budgets must necessarily be annual for accounting purposes, it is to be hoped that Council procedures will establish as soon as possible a three-year and eventually a five-year approach to programming, which should become more and more feasible as the work of the proposed regional Planning Committee proceeds. It is realistic to be aware that fiscal contractions may be in order as well as fiscal expansions in some directions. Overlappings or duplications must be reasonably assessed as well as gaps, neglected areas, and justifiable experiments. Colleges are well acclimatized to innovation, but they must be articulate and analytical in their response to needs as well.

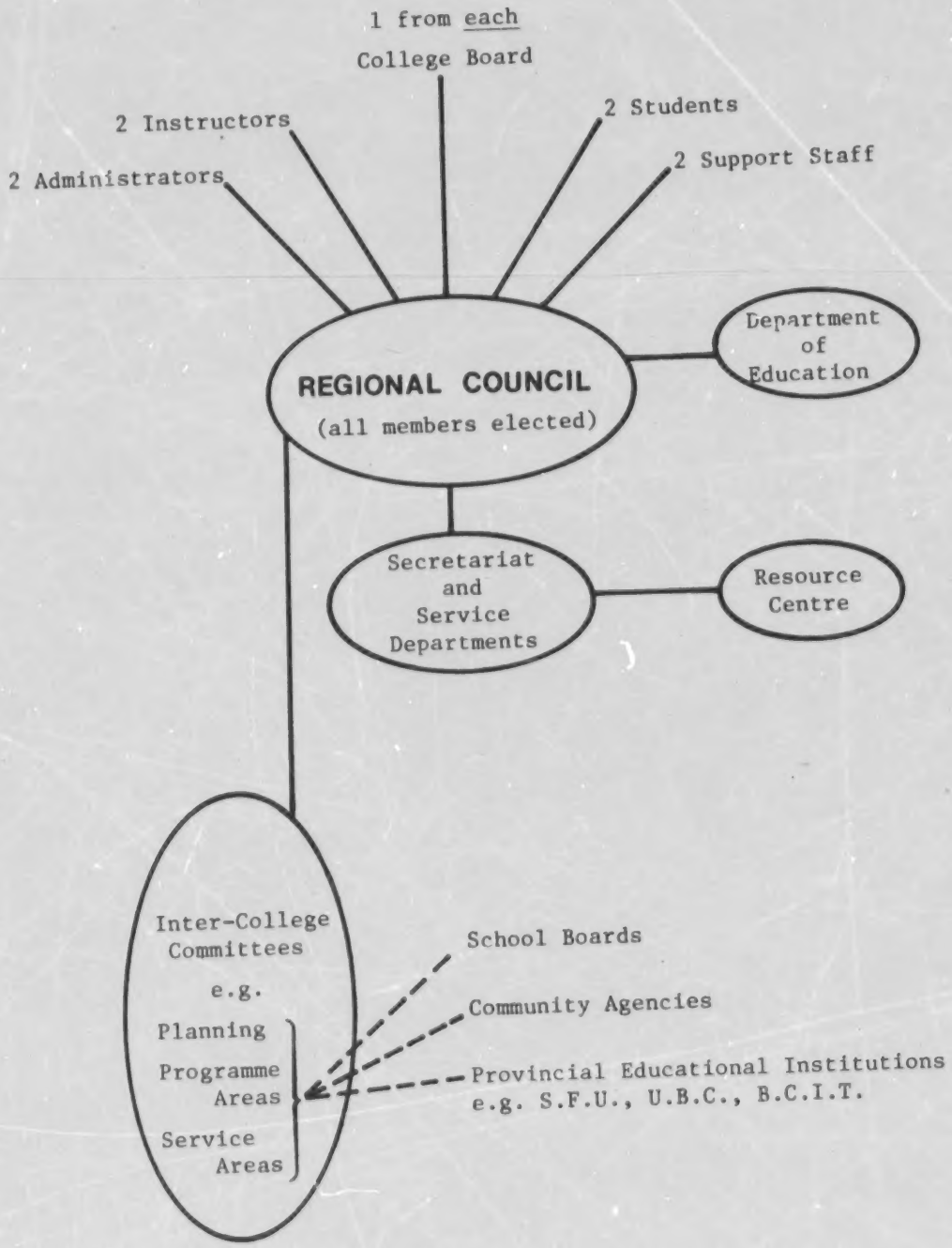

Fig.10 Schematic representation of the Regional Council Structure

The Council will need a secretariat, for a great variety of information and communications, fiscal accounting, purchasing, equipment and real estate, and all other services which can be most effectively dealt with centrally. The most suitable permanent site for Council professional and clerical staff should be the subject of an early conference, with the assistance of all the Principals and Planning Officers. It would surely be both helpful and desirable to rotate meetings of the Council among the colleges in turn.

4. Institutes.

The question will certainly be asked; why not include representation from universities and institutes as well as colleges? The Council is not a grandiose educational council for the whole region. There are many other bodies concerned with the integrated development of their particular resources. There will still be seventeen school boards, two universities and several institutes. There will be nine autonomous colleges, to be increased in due time by perhaps two or three more. If the colleges plan their operations effectively, the work of other educational institutions will be lighter, and the successful meshing of functions and cooperative enterprises all the more likely. The Regional Council must be understood by all concerned as essentially a regional organization, and equally clearly as the community college contribution to Greater Vancouver education.

In this context, it is much easier to see the roles of existing and proposed institutes, and hence their relationships with the colleges. It is assumed that the solidly-established B.C. Institute of Technology, recently equipped with its own self-governing arrangements, retains its place as a specialist resource with a provincial rather than local constituency. It is interested in, and actively providing, its own adult education services. Its relations with all the colleges of the Lower Mainland will be particularly associated with the promotion of transferability both on admissions to technological training, and on continuance through universities, under

appropriate agreements with the other bodies. While such transfer agreements should preferably become applicable on a generic basis for the province as a whole, it is reasonable to hope that propinquity plus the wide range of metropolitan courses will permit the Lower Mainland to be the pilot area for transferability in general, and innovatory developments in particular.

It is on grounds analogous to these, but with proper recognition of differences in content, that it is recommended that the Vancouver School of Art be detached from the present Vancouver Community College complex and reconstituted as the B.C. Art Institute, with a province-wide constituency. Provisions for the requisite degree of self-government are implicit in this change, but since several other institutes are now being recommended, e.g., for marine technologies, and for justice professionals and para-professionals, this is properly a matter for initiation and appropriate consultations proceeding from the Department of Education and other provincial departments.

Some redistribution between colleges and institutes may be in order in due course. It is important to mention that an Art Institute does not seek to coordinate all art teaching, any more than the BCIT comprises all technical training. It is a special resource, for selective groups and for advanced instruction. Fine Arts classes of many kinds are being developed, and should be developed, by nearly all colleges; not only because exposure to the arts is desirable for all who are interested, whether as part of general education or for leisure-time activities, but because a wide range of students is the constituency from which artists of talent are to be discovered. Amateurs as well as professionals are both needed for the cultural life of a great city, and there are vocational as well as cultural applications which require the community college mediation to bring them to the career-minded. Finally, there are the important applications to teacher training. University Faculties of Education will welcome cooperation from an Art Institution, as they do from BCIT or a Vocational College, for the enlargement and enhancement of skills taught in the schools.

The siting of an Art Institute, when the new building that is greatly needed can be scheduled, admits of some flexibility. The relationship of the Institute to art galleries and other cultural institutions is obviously of direct relevance. But there are innovations and facilities of this genre in Burnaby, for example, as well as elsewhere in the Lower Mainland. The innovation of siting a facility such as the Vancouver East Cultural Centre in a previously unserved sector of Vancouver should also be kept in mind. The assistance of the regional Planning Committee may be helpful when the time comes. It is also likely that the products of provincial enterprises such as the Arts Registry and the B.C. Cultural Commission may justify an ad hoc Advisory Committee to consider all these ramifications, and help to bring new life and cohesion to the cultural assets of the province.

5. Regional Planning Committee

Regional planning has long been essential for metropolitan Vancouver and its suburban areas, for land-use, housing and industry, transportation and civic services. From water and sewage disposal, organization has extended to hospital coverage, open space usage, agriculture, and ecological protection. Ad hoc growth, which might serve for a small town or a homogeneous rural area, simply will not do for the major urban heart of a province and the western coast. There is too much at stake, now as well as in the future, which must be protected and wisely analyzed.

Education in a modern context, and adult education and continuous learning most of all, has its own special features. There are no exact parallels or simple analogies, with hospitals for example, even with schools. It is not enough to plan for "the economy" - for industry, business, employment and training needs. Governmental services, geared to twentieth-century demands, must be kept clearly in focus. Open space and transportation needs must be considered in relation to public as well as private concerns. Leisure, recreation,

and cultural activities are of far greater importance than they were when community colleges were first started. Sensitive to all these, **"community-building must now be seen as an educational as well as a residential service"**; it is in fact a citizenship function, sorely needed in the city core, in the older residential sectors, the newer suburbs, and the rural preserves alike.

In this context, regional planning is not only a question of where to build the college and its related units, with its important issues of land cost and availability, commuting distances, and general accessibility. It is a question of equitable distribution of services, an inter-meshing of education, training, counselling, and personal development programmes which will reinforce each other. Effective results will raise the levels of motivation, for youth and adults alike, in areas where unplanned growth or piecemeal expansion has passed them by, and ensure the most economical expenditure of money and personnel for these intangible but invaluable services.

Accordingly, we recommend that the Planning Officers of each college should form a Planning Committee, reporting regularly in a special advisory capacity to the Regional Council. Three charges are basic. (1) To maintain continuous liaison with the Greater Vancouver Regional District. At least one of its members should be a designated liaison member, who would explore and then maintain the most appropriate modes of communication between the GVRD and the colleges. The GVRD in turn might designate a member of its staff as colleges liaison representative. (2) To develop a bank of statistical information on all aspects of the distribution of the several "student bodies", distinguishing types and levels of programmes, daytime, evening, part-time and other categories of college population, with special attention to location. Assessment of desirable statistical returns is under way at present. Classifications and definitions should be reviewed with these regional planning implications in mind. (3) To coordinate all projections made by the several colleges and units, of enrolments and programmes which have building, land-use, and transportation implications; and to relate them to appropriate projections and

land-use studies of the GVRD and their component municipalities.

Although the constituency of the new Fraser Valley College is not included within the boundaries of GVRD, it is essential that this college should supply a representative to the Regional Planning Committee. We assume that such cooperation is welcome and need create no administrative obstacles.

It is also assumed that in instances where planning impinges on areas outside GVRD jurisdictions, there would be similar consultation with the appropriate regional district.

In order to avoid the Planning Committee's becoming too cumbersome, and to emphasize that its prime concern is with colleges, it is recommended that its composition be confined to college personnel. Members would elect their own chairperson, and some procedure for rotation might be adopted.

In sum, the intention is to equip the Regional Council with its planning advisors in a special forum. In the Greater Vancouver expanse, community college education cannot be divorced from physical implications which require continuous review. The Regional Planning Committee should become steadily more serviceable for policy-making as collaboration in the provision of data proceeds.

Some mention may be made here of college size. It would be very welcome if there were a satisfactory formula to determine numerically when a college is too big, or when the enrolment or the population served justifies the setting up of a new college or the enlargement of an out-reach unit to college status. The Survey Committee has examined such research studies as are available on this subject, but is not satisfied that precise guides from relevant places are available. There are "rules of thumb", such as that 400-500 enrollees justify establishment of a new college, that over 5,000 is too large, that one per cent or two per cent of the total population is a good

approximation of expected college attendance. The considerations of diversity of college programmes and the socio-economic components of college constituencies that we have advanced, and the variables in necessary college statistics, make it clear that the wisest course will be to develop our own informational and forecasting material with as much insight and interpretation as possible. This will be a collective endeavour in which colleges may be the most helpful pioneers.

It must be emphatically stated that this system is no way directed to standardizing the participating colleges into uniformity or completely parallel operations. On the contrary, the objective is better described as diversity within a federal-type unity. There are some features which are common to almost all colleges, although even here there may be some reasonable exceptions; adult groups of varied age and socio-economic background; preparatory or introductory courses, whether for skills or educational attainment or both; counselling to facilitate wide choice and equality of opportunity; transferability arrangements at all levels where it is desirable whether for personal promotion or economic development; and of course an interest in community exploration. These are priorities not only for individual colleges, but for the whole Lower Mainland area, and the purpose of the regional approach is to undergird and to balance them as effectively as possible and to gear them to long-range, not piecemeal or intermittent, planning.

The differences are partly locational and partly instructional. It is reasonable for some colleges to offer more vocational courses and others more university-transfer courses - so long as there is a reasonable balance between them, and some transfer possibilities within the college offerings themselves are visible for students seeking to "find themselves". It is entirely reasonable for centres such as those of the Fraser Valley College to give special attention to agricultural and related courses. There may be similar locational reasons for courses particularly adaptable or attractive to native Indian candidates. Because of the cost and physical factors of trade training requiring machinery and workshop settings, as well as the requisites

of differential time-tables, concentration of some kinds of career programmes in a few of the colleges is reasonable and economical, besides being helpful to candidates in making their study choices. There are also considerations of size and location in relation to population aggregates - which can far better be analyzed, and adjusted within appropriate "phasing" periods, when the total physical and instructional assets of the region are viewed as a whole, rather than as college preserves. Cooperation, in short, requires a mechanism as well as goodwill. The will to cooperate has been manifested by individual colleges in dozens of instances in the formative years of the last decade. The Regional Council is intended, not as an additional governmental or bureaucratic obstacle to innovative suggestions or requests for needed funds, but as a forum to which instructors, administrators, students and the interested public can bring their proposals for collective debate and integrated action.

V

GUIDELINES TO DEVELOPMENT

1. Communication and Cooperation

Before discussing those guidelines of development that are specific to the Community College field, the Committee felt that it would like to make some general remarks in regard to the importance of good information, communication and consultation procedures. In recent years, it has become increasingly evident that, if decisions are to be made that are not constantly challenged, the process of arriving at them has to be cooperative and to involve in a two-way information system, those most likely to be affected.

In gathering information and viewpoints we were encouraged to find a high degree of concern for the well-being of the college system among students, staff, instructors, administrators and Council members alike. Nevertheless, we were made aware of a need for well thought out communication policies and widespread consultation, even in those areas where such procedures might have been thought to be operative. Time and time again a discussion of objectives and major policies would suddenly switch to concerns about communication.

The preoccupation with consultation appears to be one of the hallmarks of the present era and an outcome, perhaps, of technological developments in the electronic media. In any case, there are sound practical reasons for strengthening and indeed expanding communication and consultation linkages. Today's decisions are frequently complex and interlocking. It is necessary for decision-makers to maximize all possible insights and to make their final plans on the basis of reasonable consensus within their own communities.

Community colleges are by nature full of articulate and

perceptive people who have little difficulty in recognizing and expressing their aspirations. They bring to their tasks a considerable expertise. If the information-consultative process is inadequate, infrequent or restictive, not only are these people frustrated, but the final result is poorer for their missing contribution.

The process of consultation needs to escape from the confines of the structural situation. It takes place best in what has been described as a "conferencing arrangement". This is why we have suggested a Regional Council that is essentially a forum rather than the pinnacle of a hierarchy. The same principle should operate down the line. We are confident that appropriate and satisfactory procedures for interchange of views and exchange of information can be devised at and between all levels.

Decisions will always have to be made in a classroom, in a committee room, within a division, at the board level and so forth. The act of decision takes place in the structured situation where powers are recognized. However, that phase of the process needs to be preceded by more informal phases where people meet as equals, where all the necessary data are exchanged, viewpoints made known, alternatives identified and eventually consensus reached among those most affected. Wide involvement encourages enthusiasm and unselfish contribution,and also helps to militate against misunderstandings and deliberate or involuntary misinterpretation. Decisions are far too frequently made in a reverse procedure whereby those with recognizable power actually come to a conclusion and then perhaps do some "trying out for size". The arguments and acrimony that can result may well be so time-consuming as to outweigh the apparent initial advantages of the quick decision.

We have raised these matters because we heard from many different people something best summed up in the words, "If only they had asked me. . .".

2. Technical Training: Classification and Differentiation.

Vocational, career, and occupational courses are now the most characteristic of community college specialties, and certainly among the most valuable ones. But they are extraordinarily wide-ranging, so it is readily understandable that there is much confusion in the minds of young potential students, to say nothing of parents, school counsellors, and not a few members of governmental or advisory bodies. The basic reason for the confusion is the gradation of skill, responsibility, training, education, and experience among at least four levels: (1) professional, (2) technological, (3) technical, (4) operative. When separated out for any particular occupational, industrial or service area, they can be equated with corresponding levels of qualifications and credentials, and therefore with the courses which are required. The latter in turn can be correlated with the state of preparation or experience possessed by the interested candidate.

Unquestionably, there are difficulties in establishing these vocational levels. Some are ambiguous, and there may be confused or overlapping credentials. Adaptability may be more important than "paper qualifications" for certain people or for certain kinds of work. Nevertheless, the task is not impossible, and ever-growing specializations in the labour market and in institutions offering training, demand a definitive study. The engineering and architectural professions have accomplished such studies, and they are utilized by institutes of technology (BCIT among them). The medical profession has gone a long way in classifying and specifying almost the whole range of paramedical personnel, from laboratory assistants and occupational therapists to medical secretaries, nurses' aides and orderlies. "Welfare aides" have been clarified, and courses agreed upon by professional social workers, teachers' aides (and school librarians, visual-aid technicians, etc.) have been recognized by the teaching profession as components within the modern instructional team. Nursing as an articulated hierarchy of skills and functions has changed out of all recognition from the early days of hospital drudgery; and community colleges, institutes, junior

colleges (in the United States), sometimes coordinated with the teaching hospitals and invariably with medical advisory committees, have been the media for the change.

It is necessary, in assessing this development, to recognize that the term "technical" is somewhat amiss. These occupational and educational proliferations are not confined to industry, engineering or applied science. They apply with even more contemporary relevance to services which are a dominant and often vitally necessary feature of contemporary society. Professional services have always been recognized, but today the professions are radically different, as well as more numerous. At the other end of the scale, domestic service and related work was equally long-regarded, rightly or wrongly, as mainly unskilled. The massive multiple-category of Victorian times has virtually disappeared, but there are all kinds of commercial services of varying quality and application which have taken up the field. The multi-million dollar activities of advertising are an example of occupational proliferation, and there are areas in which it may well be difficult to distinguish between marketing, managerial training, and the mass media. Broadcasting unquestionably requires technicians, but who would deny that the training of producers, programme organizers, news analysts and education specialists is at least equally important? Town planning and ecology policies are two equally outstanding examples of vital contemporary needs where a gamut of training requirements must be met if the communities of the 1970's and 1980's are to be effectively served. Both call for public information, skills in administration, constructive legislation, and functional controls. These services are governmental as well as industrial, educational rather than public-relations or computer oriented. Community consultation is unquestionably more essential, and more in demand, than ever before, but it has to be nurtured in the contemporary context of urban conglomeration and voter distractions. As we have indicated elsewhere, the community college of the future must operate to enlighten, not only to respond to, community needs.

Formidable though the task is, we recommend that a comprehensive survey-study be launched as soon as possible to produce a set of up-to-date manuals on the hierarchy of skills, specifications, and course recommendations relevant to each "occupational family". Some of this would be primarily bringing together and standardizing existing statements (e.g. the Education Specifications for Industrial Technicians worked out by the engineering and architectural professions for BCIT in 1965[1]). Some of it will have to start from meagre documentation, and tread tactfully on controversial ground, notably in the arts. But there are many sources of aid available. It is one of the most valuable features of vocational courses in community colleges that each has an advisory committee. Many business firms have organized job-specifications. There are several types of occupational dictionaries. The Department of Manpower and its local offices, have perforce accumulated a considerable volume of empirical knowledge, especially for the lower echelons of the labour market, which is of great practical value. A research grant, and an appropriately-qualified team, reporting to the provincial Department of Education, would be the most efficient means, and the pilot study would probably be most effective if it were done in the Lower Mainland area. Liaison with the colleges, with employers, educators, the service and technical professions, with trade unions and apprenticeship organizers, with Manpower, etc., would of course be essential, but it should be as informal as possible for these first stages and the pilot study. Flexibility rather than rigidity must be the keynote; and service to students and the general public, the prime concern.

If the study is to be of fullest use, it must take account of two highly important qualifications, (a) a wide and enlightened interpretation of "technical" and (b) occupational areas with special problems of training certification.

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[1] See Appendix G(8) in Marsh: A Regional College for Vancouver Island (UBC Faculty of Education, 1966), p. 179.

Even if "industrial" extends beyond manufacturing to construction, power, and transportation, and "technical" beyond conventional machinery to electronics and computers, there are still large and growing employment areas that must be recognized as requiring training at different levels. Examples are (1)"trade, finance, and commerce"; (2)"administration and management"; (3)"services" which may be personal, commercial, or quasi-professional. An important subdivision for all of them may be between (a) public and (b) private. Government administration is not the same as corporate administration, or for that matter the management of a small business or a modern farm, however much certain principles may be common to them all. Again, (4)"agriculture" requires special attention . It is surely worth distinguishing between farm labour, farm machine operators, horticultural or husbandry specialists, farm managers, and many others. Also (5) what of "clerical, secretarial and allied skills" in the modern world? They have received a great deal of attention, notably for young women. There are standard options in many high-schools, long catered for by private agencies, and now an established curriculum division in Vocational Schools. But they have relationships to administration, government service, machine operation, computer programming, and middle management. And they are no longer, if they ever were, only women's occupations. A definitive study, up-to-date and future-oriented, is greatly needed. Another example of overlapping orientations is (6)"the graphic arts". Are they primarily technical or at least substantially artistic? Is their application purely commercial (advertising, salesmanship, etc.) or do they have important reference to leisure, recreation, and transferability options for professional artistic specialization or perhaps the performing arts (e.g. stage design) or civic architecture? Many of these avenues have been explored by community colleges, and certainly by many of their graduates. But the experience of colleges should be pooled. Guidelines are needed, not only for curriculum programmers for the region, but for counsellors and students also.

New kinds of occupational-education studies would render invaluable service in clarifying present post-secondary complexities. They

would probably be able to produce sets of manuals, loose-leafed to facilitate revisions and up-dating, rather than one compendium. The reports should be on the desk of all counsellors, whether in schools, colleges, universities, or private institutions and businesses. They would bring realism to youngsters at the Grade XII levels in schools, or earlier. They would make the range of choices which school-leavers have to face effective and salutary. The study should help to clarify the relations between universities and colleges in the enlarging territory of transferability. It would be a boon to college instructors and administrators in planning new courses or restructuring the content of existing ones. The effort is surely worth the trials which would beset the initial breakthrough.

There are other possible tangible and intangible benefits. An important one to be hoped for is the facilitation of work-study programmes, arrangements by which employees are given interspersed leave from their plants or offices to attend training courses. In Britain, where there has been substantial development of this kind, they are well described as "sandwich courses". They serve the several objectives of offering incentives and new interests to workers, of increasing industrial efficiency, and keeping track of new technologies and teaching new skills. They also serve to allay the apprehensions which plague many industrial wage-earners and white-collar workers - the risk of being displaced by automation, computers, or other types of technical innovation. The appropriateness of colleges for this less-familiar type of community service is incontestable, though it may well call for cooperation and coordination among the colleges, vocational schools, and institutes.

We hope that such a map of the educational and training territory would lay to rest some of the myths and cliches which for far too long have clustered around the entrance-to-industry stage of life, and business-recruitment approaches affecting it. One example is the view that degrees and diplomas are all very well, but the new employee is not really effective for the business corporation or industrial plant until "we have had him for a while", and he has learned "in the

company" what he never "got in school". Work-study programmes, more creative apprenticeship, adequate labour-market and counselling information, and lecture-seminars for trade unionists and personnel managers should provide constructive counters to this kind of outdated mythology. Another feature of labour market inadequacy in the past was the requirement of prerequisites which were not strictly relevant to occupational needs, e.g., high-school graduation for bank clerical workers; and there are counterparts to this in entrance requirements for universities, or for specializations within universities, which are still in need of rationalization. The open door policy of the community college is of course the direct counter to some of these anomalies, and the inauguration of mature student acceptance, in which Simon Fraser University was a Lower Mainland innovator, marks the change in this realm of established practice.

There still remain the questionings from several quarters, as to "what good is a B.A. degree", or what is a B.A. degree for? The answer is that a B.A. degree is basic education. Generic education is needed not only for more enlightened living, but as a base for responsible citizenship in a highly complex and crisis-ridden world. It should not be confused with vocational preparation, though this may be rationally combined with it and can clearly be an added dimension. Technology is not a substitute for education or an alternative to studies of our cultural heritage. As a recent Department of Education Study from Saskatchewan so clearly phrased it, "the next few years will see even more rapid technological change. The problem we face, therefore, is not how to promote a more sophisticated technological society, but rather, how to develop a more humane one".[1]

The fortunate genius of the community college is that it can work in both areas. Indeed, one of the guide-lines for the community

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[1] The Saskmedia Report: Towards the Development of an Integrated Educational Communications and Community College System. Department of Education, Saskatchewan, 1973, pp. vii-viii.

college is that it should seek actively in its curriculum planning to integrate humanities, social science, and general knowledge courses into its career course packages. Many colleges already have demonstrated how this can be done. By contrast, it would be a welcome innovation if a well-organized course on Career Choices Today were a standard first-year feature of all community colleges and accepted as a credit course for all students contemplating university transfer. Here again, the Lower Mainland, having within its borders the two major universities of the province, the BCIT, and a group of extremely energetic colleges, is the ideal region in which to work out a pioneer master plan. Coordination and consultation will be essential. Colleges which have already worked out programmes in these directions will need to pool their experience and resources for the common good. An ad hoc committee on the whole range of generic subjects for university-college liaison may be a desirable device for an effective start.

3. Advisory Committees.

One of the welcome contributions of the community colleges to curriculum-building is the Advisory Committee. An appropriate group is normally set up for every technical programme, and more recently to establish new career programmes. This channels the interest of knowledgeable people to the types of training and education most directly related to employment or community need. By giving the stamp of approval to a certificate or diploma, it provides incentive to candidates to work and study for its attainment and facilitates, at least in some degree, the job-finding task of the successful graduate. In an era of great social and technical change, this mechanism for continuing contact between college and community can be invaluable.

Naturally, advisory committees vary considerably. Some, while essential at the inauguration of a course or programme, are less needed or less interested once a course is well established.

Although flexibility is in order because of the variety of occupations and skill-combinations, there may be duplication or lack of coordination because of the number of colleges, and the considerable spectrum of vocational curricula between schools, institutes and colleges. Regional coordination offers the opportunity for a review of all advisory committees to identify appropriate combinations or redistributions, to cut down unnecessary labours on the part of the members, and to extend their range of concern beyond a single course or locality. The importance of "family" occupational groups, and of generic preparatory courses, should be kept in mind in making this re-assessment.

In the interest of strengthening the balance between vocational and academic courses, the success of advisory committees leads to the suggestion that the device might well be applied to general education subjects and university-transfer programmes. While articulation is now well-explored territory, and several ad hoc committees have worked in such subjects as History, Geography, English and other first- and second-year university courses, there is still new ground to be broken. Flexibility rather than rigidity is needed at this level of study; there are many ways of making first-year courses "relevant" to modern society and its pressing issues. There is room for innovation in courses which might well be developed on such subjects as International Issues Today, Regional Development, Background Studies for Canadians, and The Nature of "Community". Several colleges have instituted courses on Canadian Society, Life Opportunities for Women Today, etc., and some of these overlap with, or can be combined with, generic skill development courses, courses designed to alert people to the Arts, and courses designed for information and stimulus on the paths to active citizenship.

Such an approach would help to establish the links between so many different kinds of training and career preparations which may otherwise be obscured. Enlightened observers are pointing out, for example, that technologists need human relations skills more than ever in the crisis-ridden world of today. Likewise, there is no

longer room for the assumptions that sometimes surface in discussion - that technology is not for women; that services are women's jobs; that scientists do not need sociology; that education is "irrelevant" Careers, like education, in the world of the 1970's and 1980's must be universal in outlook. Human talents, from men, women, the young and the old - are what are needed. This could be, if it is not already, the credo of the community college.

4. Shared Regional Social and Study Facilities.

College students are a diverse group which may be drawn from all the sections and age groups that make up a living community. This potential is far from having been realized in most regions as yet, but as an objective it must be kept wisely in view in all college planning.

If so, both study facilities and social facilities must be given special priority in college development policies. It has been necessary at several points to refer to overcrowding, improvisation, and makeshift arrangements of many kinds. Colleges are not universities. They do not necessarily have to have spacious campuses with multiple departments, research complexes, libraries, museums, hospital units, and reserve space for expanding enrolments and new specializations. But equally they are not schools, and they are certainly not largely unmodified barracks, offices or converted warehouses. Langara and Lynnmour show what can be done while the VVI shows what must be avoided at all costs. University experience and that of some of the enlightened new schools is of course relevant, but what is most needed is the input of architects and construction and facilities advisers who understand as imaginatively as possible the objectives and horizons of the community college idea. Local variations should be welcome. Colleges, of all educational institutions, can well learn from each other and from the differing conditions of urban, suburban, and rural localities. It is not standardization, but attractive adaptation to purpose that is called for. Since there

are reasonable limits to the size of any single college, these guiding principles may in the long run be the most economical.

For adults, and for young people who may be gaining new motivations for learning, it is of major importance that they should have comfortable places where they can read books, consult references, take notes and write essays. If there are none, or they are too few, a community college becomes a place to drive into, attend the lecture, and go home again. It should be a place to stay in, not only because study is frustrated without quiet retreats, but because education requires discussion and debate. Places for meeting other students - particularly if they are taking different courses or programmes, or if they are of different backgrounds - are as essential as out-of-class meetings between students and instructors. Rooms for purely social meetings and ample cafeteria arrangements are as important as library facilities. Student associations have almost insuperable difficulties if they cannot meet in committee, or act as hosts to students from other colleges. Moreover, they will have no attachment to a college or develop a sense of identity which depends on the amount and types of participation. If the college is not a satisfying place to work in, or a comfortable place to stay in, there will be little or no incentive for day students to meet evening students - which is another potential of the college quite different in character from the orthodox situation in a university, but one to be developed by joint meetings and common club memberships wherever possible.

Cooperatives for book purchase or distribution, possibly for certain kinds of food provision, certainly for the organization of carpools and other transportation arrangements - all these are among the student activities that might be more readily and constructively promoted if environmental factors encourage student contacts as suggested here.

It follows that timetables should be organized with these issues in mind. Instances are not wanting of curriculum schedules so crowded

that there is no one time when all students can get together for a general meeting or a visiting lecturer; or so particularly crowded for evening students that they hardly have time for a relaxed meal, let alone the opportunity to meet with other students for business or recreational purposes.

On a regional basis, there are opportunities for increasing student-community participation which demand special attention. If a Regional Resource Centre can be developed in the Lower Mainland area, it could be a meeting-place and a flexible educational resource for all students. If it has enough open space, it could be used for weekend seminars or workshops, recreation and sports of various kinds in the summer. Buildings with residential facilities could be used similarly at other seasons. Every student at a college should have a common membership. Student associations, as well as instructors, should be encouraged to organize activities which could be sited at this centre. It should be a unifying factor, as well as facilitating inter-communications and conferences. The grounds, buildings, and facilities of the Haney Correctional Centre, which includes residences and workshops as well as offices, might provide an admirable centre for this purpose.

5. Planning: Dimensions and Education

The adoption and implementation of sound and successful policies for the planning and development of an area depend vitally on public education. Until recently, however, efforts in this regard have been intermittent and largely dependent upon voluntary agencies. While public information models and exhibits have appeared, they have usually been of single buildings, particular sectors or blocks of property. Their relation to city and region has seldom been interpreted. In the core cities (Vancouver, Burnaby, New Westminster, the North Shore), the absence of defined neighbourhoods for long militated against the process of local community consultation which could have helped to acquaint citizens with the wider horizons of city and

and regional plans, as well as with local projects affecting them directly. Of course, many citizen groups have come into being over the years, but most have tended to be short-lived, brought together by opposition to local changes proposed without long-term notice or reference to overall plans, such as high-rise apartments, ill-sited shopping centres, or arbitary demolitions. It is small wonder that enlightened public opinion has not been broadly generated. On the contrary, there is widespread confusion between "planners", "developers", and "governments". If professional planners are ignored or only partially used by municipal governments; if developers (whether of housing projects, subdivisions, or office buildings) regard planning controls as obstacles to their operations rather than provisions for the public benefit; and if the public is not properly informed, the city becomes a patchwork and there is wide disillusionment. Confusion is compounded because undefined "planners" are blamed for the undesirable buildings, patterns and problems that emerge.

However, there have been interesting and encouraging developments in public understanding in recent years. The case for neighbourhood consultation and local area planning has been slowly gaining some support; in the schools, some urban study has been included in the curriculum for Grade XI Social Studies; Lower Mainland municipalities have made greater efforts to distribute information about developments and the Livable Region programme of the GVRD has involved widespread public consultation. These various advances, coupled with the sustained activities of well-established citizen agencies have provided a useful groundwork for an overall, comprehensive, consistent programme of public information. It is not that plans and planners are always right. What is important is that both planners and government need continuous interchange with citizens at large. It is here that community colleges can serve a valuable function, especially in a regional context - and in several ways:

(1) There could be organized general-education courses on planning in all its phases - city, suburban, rural, regional; physical

resources, amenities, cultural activities, aesthetics; the history of planning and its relevant disciplines; comparative examples of everything from streets and buildings to civic centres and transit systems; the municipal, provincial, and citizen contribution.

(2) Some of the suggested courses should be acceptable for academic credit, following consultations with the Planning Committee and appropriate advisory committees. But less formal versions could be offered in the form of Community Service projects such as short courses, seminars, workshops, exploration visits, film shows, library programmes, etc. There is little doubt that, related to issues of particular localities, these would elicit cooperation from citizen groups and stimulate constructive activity.

(3) A further area is in contributions to technical, vocational and career programmes. There is a growing need for vocational training at the technical and "middle management" levels, for which colleges are particularly adapted. These are needed for the many types of personnel involved in the support services for planning activities - for example, clerical, statistical, mapping, exhibit and model making, media production, bulletin preparations and so on. And, as effective teams are needed for continuous planning, a team must have "know-what" as well as "know-how". Planning departments need various kinds of planning technicians as well as professional planners.

(4) Another dimension of planning in relation to community colleges is in regard to contributions to student activities for their own needs and those of the colleges. An excellent example is the area of transportation, whose importance has been given special attention in following paragraphs. Other examples are: knowledge of regional industrialization in relation to future employment and training needs; ecological and environmental protection concerns; cooperation with the various associations and societies concerned with housing, planning, and civic development. The fact that the United Nations Conference on Human Settlements (Habitat) will be

taking place in Vancouver in June 1976 should be of special interest to community colleges.

Transportation: The need for re-ordering priorities. One of the many advantages of a community college is that, to a substantial extent, it can be a commuter college. The facilities are intended to be accessible in the physical as well as the instructional sense. But while this may be true where the relative density or concentration of the population is high, it is another matter where areas are large and populations scattered. Partly because of basic features (agricultural economy, rural or relatively pioneer settlements) this latter is true of several sectors of the great Lower Mainland expanse, for instance - Howe Sound, Indian Arm, parts of the south-east sector. Another factor has been haphazard and somewhat uncontrolled residential building over the formative years. "Outreach" or "satellite" units, small but serviceable for population pockets in the college's constituency, are a practical answer. The precedents of the travelling library on the one hand, and the newer facilities of educational media and self-study kits on the other, are the kinds of resources that can be adapted to this need. But they are not a complete answer. Getting to and from the campus is a serious matter, not to be shrugged off because "everybody does it". It must never be forgotten that this makes demands not only on students, but on instructors, support staff, administrators, programme coordinators and community-service personnel.

Every college is heavily burdened as a result of the still pervasive belief that everybody should travel by car. Adequate parking is a constant subject of complaint, and a continuing demand on space. If the site is big enough, it means that land that might be used for study facilities, social rooms, or recreational pursuits, must be assigned to ever-growing ranks of cars, trucks and trailers, (although here and there there are evidences that the much more accommodating bicycle is gaining recognition). If the site is small, as in the case of an improvised office, warehouse, school or church, heavy parking on the adjacent streets gives rise to understandable complaints from

merchants or residents. Much of this burden is not the fault of colleges. It is the product of the assumption that everybody can or should drive a car, an assumption that has activated so much of the suburban real-estate development over an enormous area many times the size of the central city, Vancouver. Freeways and related highway developments permit much more mobility than would otherwise come anywhere near feasibility; but, like high-density building itself, they generate traffic. Moreover, their enormous cost, borne by the public purse over several decades, often seems to elude notice when the cost of alternative systems of rapid transit comes to debate. Community-based enlightenment on the need for a transit network for the whole Lower Mainland area has only recently begun to show itself with strength.

Rapid transit plans are now under active consideration, but it will take years to complete a comprehensive system. There is a case for study of the proposals for Lower Mainland transportation (roads, buses, rail, and other vehicles) now under debate, in appropriate courses in various "disciplines" within the college calendar. As transportation is important not only for college planners, but for students and residents who have a stake in the future economy and attractiveness of the region, we have assembled maps which show the main dimensions of the transportation issues. But it is clear that study by all concerned will be the best means of assuring college input to the future improvements and developments that are needed.

Workable expedients need more exploration and assistance than they have received. Pool-car arrangements are well known among all students; but there are limits to this because of the unique variety of college time-tables, and sometimes the lack of social facilities makes the arranging of pool-car departures less flexible than they might otherwise be.

Buses are of obvious relevance as a basic contribution to commuting needs, and the need is recognized by administrators and students. As a result of communication between the colleges and

B.C. Hydro, the Bureau of Transit Services has recently given attention to college services and the new services are illustrated on the transportation map. There is need, however, for continued consultation and exchange of information. If the tendency to equate colleges with the universities and BCIT is still evident, it must be emphasized that the needs of their constituencies are quite different. And it will be noted that the routes credit Vancouver only to Langara, Capilano to North Vancouver, and Douglas to New Westminster.

Although the re-structuring recommended in this report will make the colleges somewhat more self-contained, there will still be need for good communication for the various "outreach" centres, and between colleges for library purposes, joint committees, meetings of student groups, and so forth. The Regional Planning Committee can obviously serve a valuable purpose in relating all transportation needs to the educational network, as well as to the plans in process between the Bureau of Transit Services, the GVRD, and other relevant organizations. The automobile, viewed in long-term perspective today, must diminish in importance; buses, rail transit, even bicycles, must be accorded ascending priority. The ownership and/or operation of some buses as specific college services, must be given consideration along with other communication resources. Above all, transportation must be geared to serve livability and, in this context, community education, colleges can help to achieve reasonable balance.

6. Educational Media, Community Services, and Adult Education.

Educational Media. No perspective on the present and future services of colleges would be complete without recognition of the multi-dimensional resources for information, study, instruction, and community enhancement now available. Some of these already have a creditable history, such as public libraries developed through exhibits, lectures and films, and travelling libraries which have serviced remote and sparsely populated areas. Some are relatively new, such as tape-recorded learning systems, which community

colleges in particular have used to provide a range of subjects.

There have been several initiatives by the colleges in the Lower Mainland to develop cooperative ventures in the production and use of instructional media. For example, the Media Exchange Cooperative has compiled a union catalogue of 16 mm. films held by eight post-secondary institutions, and two community colleges have proposed the cooperative development of self-paced learning courses. Such ventures should be encouraged and supported; they will be the most economical ways of providing supportive services and of extending college programmes and services to additional segments of the population.

Amidst all the concern with technological media, books must never be forgotten, no matter how much radio and television are accorded prior mention in popular discussion. Books are of first-order relevance not only for credit courses of academic or technical character, but for community service, the arts, and recreational activities, to say nothing of information about contemporary education, about city and country trends and planning requirements, and about national and international affairs in general. Colleges already do their best to circulate books among their widely-dispersed centres while the university libraries extend their cooperation willingly. The availability of books, especially major texts, is a matter of great concern among students. The concern increases as there are more students, more course proliferations, and more books. There is need for a college conference of librarians (from colleges, universities, public libraries, etc), with appropriate instructors and interested persons within the community, to review ways and means of ensuring the most effective methods of purchase, distribution and use.

The community college is uniquely fitted to be a coordinating centre for media and instructional resources. This is adult education in new raiment, and in a world of expanding horizons it is doubly welcome. It costs money, however, and it calls for extended cooperation and consultations to avoid duplication, conflicts of

dates or recipient groups, attention to relatively neglected areas, and so forth. The community college should recognize its responsibilities, and these responsibilities should be recognized in turn, by public and private community groups. The net result, should be to stimulate local initiatives, not in any way to replace them by programmes conceived or projected only from the top down. Adult educators, of course, are well aware of these requirements and goals, but those with experience are still relatively rare.

Community Services. Because of the coordination of adult education, night school courses, etc., which were at one time organized solely by school boards on the one hand and university extension departments on the other, most community colleges have been able to establish a valuable role in this area. But it is a diverse situation, and some regional guide-lines would not be amiss. We recommend that each college should appoint a Community Education Director as a full-time senior staff member, with appropriate assistance and travelling allowances, to be the focus and the contact for all programmes and services other than those offered for credit. This director should bear the same relation to community groups and citizens in the college area, as the Director of Counselling bears to students.

As already indicated, there need be no conflict between the community college and the local community schools now being fostered by school boards. Division of labour should be recognized in three ways: (a) the age-groups (along with parents) primarily catered for; (b) the small locality vs. the regional one; (c) the type of programme (community activities vs. academic, technical, and career advancement). Community schools have everything to gain from coordination on a region-wide basis. Equally, it is clear that University Extension departments can further their efforts with greater ease and efficiency when a network of Community Education Directors is available for consultation, joint programming, and publicity.

Adult Education. The Task Force Report has recommended that each college board establish standing committees to serve as regional councils in five functional areas - adult and continuing education programmes, media-communications services, programme evaluation services, educational advisory services, and community educational development services. In regions of the Province where some of these services are minimal, struggling, or non-existent, the community college is the logical "parent" or facilitator. However, in the Lower Mainland, where strong agencies are already operating in the designated five areas, the role of the college is that of partner. Differences in local situations must of course be taken into account, and there will be special responsibilities where some localities or community needs are unserved. Cooperative arrangements are the proper means for progress; wherever school boards, civic groups, trade unions, or dedicated volunteers are already at work, appropriate support and encouragement should be provided after consultation.

All of the school districts in the Lower Mainland have extensive adult education programmes, and there are a host of voluntary agencies and other organizations providing a wide range of educational programmes for adults. In total, these providers of adult and continuing education probably reach from five to ten times as many participants as do the current community college programmes, so it does not seem reasonable at this time to expect regional councils established by community colleges to fulfil adequately a coordinating and funding role for all of the agencies involved. Moreover, a comprehensive view of adult and continuing education in the Province has not yet been undertaken, so it would seem premature to place all such activities under the umbrella of the community college at this stage. It appears that some form of regional coordination may be desirable, and the system of local councils now operating in Alberta and the regional system proposed for Manitoba are interesting models that might be adapted for British Columbia. Before such measures are undertaken, however, we recommend that the Department of Education study in detail the role, philosophy, organization and financing of adult and continuing education in the Province.

APPENDICES

Appendix A "Community" and "Region": Notes on Terminology.

Appendix B Guidance for Planning: Measurements.

Appendix C Statistical Tables

Appendix D Consultation and Submissions

Appendix E References and Information Sources

Appendix A.

"Community" and "Region": Notes on Terminology

1. "Community". The important word "community" is used so frequently, but with so many different connotations, that it has led to confusion. The concepts of community are of the highest value in today's urbanized development, and a search for restoration of community spirit is making itself evident in many quarters. But it is important, both for education and for administration, to have some clear definitions.

It is to be welcomed, at the outset, that "community college" has come to be the favoured terminology. In British Columbia it has happened only recently, and the reason for the mutual consensus is elusive though the work of colleges themselves may well be one of the reasons. There are many other titles in the background, all of which have varying inadequacies. The term used in California, and initially adopted in some provincial reports, was "junior college". It derives from the concept of the college as primarily the entry or transfer stage to the university including the first two years of normal university courses. The courses might be cleared precisely with the universities, while the universities might phase out all first and second-year teaching and direct themselves more and more exclusively to advanced teaching and graduate research. The value of this kind of junior college, especially when organized as a complete network as in California, is that it offers academic education readily through geographical decentralization, serving local and remote communities, cutting down commuting and costs, and providing the more comfortable atmosphere of the small campus. The difficulty is that it focuses all the attention on academic aspiration and puts pressure on the university to proliferate into a seemingly ever-expanding range of specializations.

Canadian universities have not followed this latter course to the extent of some of the "multiversities" of the United States. But

the belief that the chief function of the community college is to act as the intermediary or "stepping stone" to university is widespread and persistent. Public education is still needed on the fact that the community college is properly and uniquely a multiple-functions institution. On this first issue, the main point is that it is certainly one of the functions of a community college to facilitate university entrance for all who exhibit the capacity to profit from it. But the balancing of academic or university-transfer courses with other kinds of courses is another function. Perhaps in the modern complex world, and in the light of the basic principle that true education is a life-long process, that is its most valuable function.

What then is "community"? It cannot be reiterated too often that there are many kinds of community. They have some common elements, but they are different in range. Simply stated, there are at least four, and a conceptual fifth. The community concerned can be, in fact or in aspiration, (a) local, (b) regional, (c) national, or (d) international. The fifth dimension refers to a sharing of common interests among a number of people, whether or not they have a shared or delimited locality. Thus we may refer to ethnic, language, or religious groups, to professional groups, or to rather abstract but still recognizable characterizations such as the academic community, the scientific community, the community of scholars, the intelligentsia, "the West", etc. If this avenue of semantics is explored, it becomes evident that identity or consensus of interests may be assumed rather than actual. For practical purposes, the combination of (a) interests or needs, and (b) locality, is the operative one, and it is certainly the most relevant for colleges.

2. Regions and College "Constituencies". The potential validity of a regional subdivision of a province is beyond question, notably in territory so large and with such varied conditions of density and remoteness as British Columbia. But this has led to ambiguity because the regions were not defined as a complete provincial network.

The illuminating comparison on this point is with Ontario. When the CAAT'S (Colleges of Applied Arts and Technology) were set up there in 1965, following upon the "Robarts Plan" which coordinated the curriculum sequences of the Ontario secondary schools, a complete pattern of regional designations was framed for the total province. In each region existing institutions were amalgamated and given a College name. The area that each new college was to serve was thus clear from the start. The whole group of colleges started together, and the opportunities were made available simultaneously for the remote and sparsely-populated parts of the province as well as the cities. There were of course adjustments to be made in each region, and some are still going on. But regionality was clear; the college in each sector knew the area and population it was primarily to serve. Within only a few years of operation, the sense of community has been enhanced by the existence of a recognizable and coordinating institution which is "their college".[1]

In British Columbia, the colleges not only were to emanate solely from provisions of the Public Schools Act, but depended on the initiatives of one or more school districts. School boards had to reach agreements among themselves, and there were local referenda. If they signified approval, the applications could be made for a new regional college to the Minister of Education. Substantial financing would still rest with the school districts, and therefore required increments to school taxes. Proposals for satellite campuses or new buildings were not necessarily approved, and the decision to combine vocational schools with the colleges was not made until some years of the programme had passed.

Such experimentation and local initiatives can be defended. School boards, after all, are elected bodies, and have practical knowledge of trends in school enrolment. Most of them also have

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[1] As early as 1970, this is documented, with many interesting variations, in The Community Colleges and their Communities, the report of an extensive survey by the Ontario Association for Continuing Education (published 1971).

developed night school and adult education classes. But the relevant regions for the colleges are fortuitous. There are a whole series of administrative regions worked out provincially and used by several departments of the government (Trade and Industry, Resources, Parks, Agriculture, etc.), but they have not been coordinated. Perhaps it is not essential that they should be, although if community development is to be actively pursued on modern lines, with all that is happening in resource utilization, power development, highways urbanization, concern with agriculture, rural preservation, mastery of the frontier without ecological destruction, it is surely the path of wisdom. It is true that some regions of the province are vitually self-defining; the Okanagan (because of climate homogeneity and mountain boundaries, etc.), and Vancouver Island (because it is an island). But this did not prevent some constituent sectors of each region from opting out when regional college votes came up. At one extreme are the vast territories of the north, where homogenizing centres have to be created if they are to function at all, and distances will always be a demanding factor. The other extreme is the metropolitan region, the Lower Mainland, where a series of divergent developments have taken place in the central city, on the North Shore, and in the great eastern and southern suburbs. Burrard Inlet and the wide arms of the Fraser River divide these sectors almost unavoidably into sub-regions.

3. Provincial Constituencies. How does regionality apply to education? The answer is really threefold. An educational unit may have (1) a provincial (or wider) constituency, (2) a regional constituency as defined above, or (3) a local or neighbourhood constituency. An elementary school characteristically serves a neighbourhood and a secondary school can serve several neighbourhoods or a large district. Community Colleges, as in so many other matters, are intermediate.

The provincial-national reference is clearest in relation to universities. UBC was, for a long time, the University of British

Columbia. Victoria College was a constituent college of the University. The recent move to facilitate coordination of the four universities which British Columbia now has, is quite understandable in a provincial context. And most reasonable commentators are able to recognize that there is no irreconcilable conflict between the preservation of the appropriate areas of autonomy and self-government of each university, and the need for joint and cooperative planning of financing. Both are essential to meeting student and public needs in effective and balanced fashion.

The same principle applies to the B.C. Institute of Technology. Its function is province-wide, so it is not unreasonable for intending students to come to the Lower Mainland for the intensive kind of training - demanding elaborate facilities and equipment, and specialized expertise - which is located there. In Alberta, where there is a northern and a southern Institute sharing the functions, there is no doubt about the province-wide coverage and general coordination responsibilities.

4. Institutes. There are of course many kinds of institutes, and the word as freely used with differing connotations as the word "college". There are, and perhaps always will be, shadings and overlappings between schools, colleges, institutes, and universities. The essence of a college, in the community college sense, is the widest possible distribution and opportunity, whereas an institute is characterized more by specialization and therefore selective entrance and professionalism. Both institutes and colleges may offer preparatory or introductory courses, but the college generates potential recruits for advanced training or study and the institute provides it for those who desire it, or who discover it after sampling at introductory levels. Whether the institute offers complete programmes or has continuing transfer arrangements with universities depends on the type of course and the facilities available. None of this prevents colleges from offering diplomas (e.g., for career programmes) which

are complete within themselves, or from having out-of-region students in any of the wide range of services which they provide.

5. Local Communities: Neighbourhoods. It is very common for the word "community" to be used as meaning the local, usually small-scale, area. In the villages and small towns which, until fifty years ago, were the most characteristic settlements in Canada, this usage was both understandable and readily applicable. In the city the effective term for the local unit is "neighbourhood". Neighbourhoods are still important; if people live in adjacent streets and areas and there are at least some amenities which bring them together - schools, shopping areas, churches, libraries, post offices and other public services - a neighbourhood acquires recognition, identity, and some fairly clear boundaries. Neighbourhood groups can indeed establish themselves in spite of inadequate facilities or deteriorated housing, if there are ethnic, economic, or social forces in operation. New residential developments, especially important in the suburbs, can be designed deliberately to show and encourage neighbourhood patterns; or they can ignore them. In Canadian suburbs during the first post-war decades, architects and CMHC agencies promoted this kind of community-building rather than mere housing. The acceleration of high-rises, condominiums, and high-density zoning may have weakened the neighbourhood idea.

It has often been suggested that the "neighbourhood concept" is no longer needed on the ground that the automobile makes for mobility and wide contacts with little or no reference to walking-distances. It is an unconvincing argument. Children walk to school; most mothers are not commuters; local shopping can be pleasant; there are leisure-time pursuits which are home-centred; older people may not like to drive, or may not own cars. Above all, local community centres can cater to families - all members of them, from young to old. Indeed, it is arguable that automobiles, through traffic congestion, parking problems, noise and the hazards created by speedy

or careless drivers, serve to destroy neighbourhoods. However this may be, the movement to utilize schools as community centres is a growing and welcome one, and school boards and local citizen groups are cooperating in their development. There is one problem of terminology in that the favoured description is "community schools", and there is resultant confusion between these and community colleges. The circumstance that, until recently, both schools and community colleges came under the jurisdiction of school boards has been an additional factor.

Since community-oriented schools and community-oriented colleges are both desirable developments, the confusion is unfortunate. It generates some feelings of competition, or at least of overlapping or difficulty in sorting-out of functions. If the city had defined its neighbourhoods, and neighbourhood concepts had been built into its planning, neighbourhood schools would have had ready meaning, and the confusion of mere words need not have arisen. What is relevant is simply that the "community" of the college and the "community" of the local school are different. One is much larger, and it is primarily concerned with adults. There is room for cooperation between colleges and schools, but the constituency of the college is regional and colleges are primarily the agencies for post-secondary education.

A regional outlook, and a regional concept of coordination, procedure, and division of labour, are essential to the success of all colleges. It is doubly imperative in the Lower Mainland area because several divergent degrees of "urban-ness" are represented in the total area, and because there are basic differences in the evolutionary background of the present college systems. Vancouver Community College, for instance, in over twenty-five years of history, has seen the initiation and nurturing of many components of the adult education picture inciuding high-school completion and college preparation, night schools, trade training, career courses, arts education, recreational service, language courses for immigrants, and others. Moreover, all this has been done through one strong school

board, with the shared use of school facilities and the collaboration of school personnel. The basic constituencies these units have grown to serve have been relatively high-density localities and people of several income-levels. All this experience and striving to which so many professional and volunteer people have contributed over a very dynamic period of Vancouver's growth must be respected. Its incorporation into a metropolitan-regional framework will be somewhat novel to many, and even resisted by some. Nevertheless, it is inescapable in the light of experience in every large city on several continents, and it is essential for comprehensive educational promotion in the future.[1]

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[1] In Communities in Canada, A Curriculum Resources text (McLelland and Stewart, 1970) designed for secondary schools and colleges, one of the authors of this report has compiled a series of descriptive readings, detailed schedules, and study-project to elucidate the concepts of "region", "community", and "neighbourhood", from wholly Canadian materials. And in The Teacher and the City, (Methuen), 1971) another of the authors has prepared a similar text with study-guides on cities, regions and urbanism. (See Appendix E. References).

APPENDIX B.

Guidance for Planning: Measurements

1. The Sub-Regions. There is no standard classification of Lower Mainland statistics into sub-regions or communities. This is partly because many municipal boundaries are the product of empirical decisions made in the past, partly because the built-up area has continually changed and expanded, and partly because a truly regional perspective is still unfamiliar. Geographers are well aware of regional imperatives, and the inter-relations between city and country have been emphasized by social scientists in "natural region" analysis, economic development, and planning applications. The LMRPB and the GVRD have utilized geographical, land-use, demographic and transportation data, to secure invaluable illuminations of present and future problems within a network of multiple jurisdictions, including municipalities, school boards, and metropolitan organizations for water, sewage, parks, hospitals, and other services. Statistics Canada has framed definitions of the Census Metropolitan Area (CMA) for each Census date. These have had to be enlarged, notably for 1971, as residential expansion has pushed out the urban boundaries.

The tables which have been assembled for the present report reflect these difficulties, but they have also utilized varying combinations because community college planning offers several alternatives. The statistics are supplemented by sketch-maps which start by bringing the physiographical boundaries into proper focus. Thus, for example, the North Shore districts which technically cover large northern areas, are in practice confined to a relatively narrow east-west strip. Similarly, the agricultural reserves, the mountains, and the Fraser River point up the realities of the farming communities as well as the market towns of the upper reaches of the Valley. The concentration of Vancouver City is outstanding; but it must be adjudged in relation to Burnaby, as well as to differentials between eastern and western sectors. Expansion, already showing in such places as Richmond must be recognized, as well as the differences

likely to emerge between possible unplanned diffusion and managed growth in the next decade. Community college planning is not just dependent on these trends. It must play its part in several educational roles, in helping to direct growth to desirable patterns.

2. Relevant College Measurements. Unfortunately, it is difficult, if not impossible, to assemble precise data for all the trends relevant to systematic college planning. This is not because statistical projections are not being made. The GVRD in particular has been actively compiling demographic and land-use measurements and graphics which deserve far more careful examination than they are getting. The difficulties are inherent in all planning concerned with the total spectrum of modern educational opportunity, and in this spectrum the community college plays the most critical role.

Population totals in this context are only the most elementary of beginnings in looking to the future. College offerings and services are not solely for the ages 18-20, but for all age groups, both sexes, all income-levels, and the greatest variety of economic, social, familial, and locational circumstances. Moreover, the open-door college, by its very nature, generates some of its clientele, notably for career courses, trade-training, and community service programmes. In a "gap area" where college facilities are not existent, the potential may be much greater than mere population totals might suggest.

Career courses and trade training depend not only on the existing patterns of industry, commerce, and governmental services, but upon the changes and developments, social as well as technological, which should reasonably be anticipated. These, in turn, are influenced by such factors as urban renewal in the downtown core, industrial estates at major highway nodes, shopping centres, new subdivisions, and recreational projects. Central areas decline in population but rise in traffic flow, while suburbs proliferate horizontally and are themselves brought into existence following major freeway construction. No matter how much forecasting data is assembled,

existing patterns can be as important as projections, and the goals to be sought by conscious action must be formulated and continuously evaluated. Forecasting is not simply keeping track of what happens to have grown.

If college planning is to mesh into regional-metropolitan physical planning, therefore, it has to add its own sets of variables to the existing data banks, and to add its expertise to the work of continuous review. Since college enrolments statistics are complicated because of multiple-category courses, variable terms, occupational specifications, part-time, evening and"extended day" time-tables, etc., the most indicative methods of standardization will have to be worked out. Much more detail is needed of the kinds of people who take what kinds of courses, and where they are located. Organized exchanges of information will have to be arranged between colleges, relevant institutes, and the planning agencies of the GVRD and its affiliates.

The interest of colleges in this aspect of systematization is not in question. It has already been evidenced by reviews and reports undertaken by the Vancouver School Board and its successive affiliates over many years, by the cooperation extended by **Douglas** College, BCIT and local school boards prior to the initiation of Fraser Valley College, by the collective brief of Vancouver Community College and Douglas College on the Hastings-Burnaby localities, and many others.[1] This expertise and goodwill should be directed into a fully-functioning regional-provincial system.

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[1] The Post-Secondary Education Enrolment Forecasting Committee, set up by the B.C. Academic Board, and operating out of UBC, has explored many aspects of enrolment statistics; and has extended willing cooperation to the present survey. But it is confined to forecasting university enrolments; and for the reasons detailed below, quite different dimensions are needed for the full community college spectrum.

There are various reasons for the statistical difficulties. Several counts do not include preparatory courses, whether for vocational programmes or for entrance to university first-year programmes. Many tabulations do not include the vocational schools, while others include the BCIT along with colleges. Vancouver Community College figures occasionally relate to Langara only, but there are at least four other units to be taken into account. Community Services and several vocational courses have short time-spans which do not lend themselves to compilation in simple equality with courses on a semester basis. There are also adult-education programmes given in public schools which, particularly in Vancouver, are joint operations with the VCC. These may be listed as Continuing Education, and usually are very large figures, with no indication of number of students as distinguished from number of courses taken. University-transfer courses are not always distinguished from BCIT-transfer courses. Applying to all of these is the difference between full-time and part-time attendance. Returns are made of these, along with a head count to establish a general comparative index. Full-time equivalents (FTE's) are computed according to the number of courses taken which may be the basis for certain financial grants.

As a result of these problems, only a few illustrative tables have been reproduced in this report, although a large file of statistical returns was examined to aid in reorganization decisions. Both trends and comparisons between colleges must be evaluated with considerable caution, and this fact underlines our recommendation that a Regional Planning Secretariat for the Lower Mainland colleges should organize a comprehensive statistical service, taking account of all classes of students as well as programmes, and of locational factors relevant as guidelines for future coordination or expansion.

3. Compilation Requirements. Present gross totals of educational and training services furnish an unreliable basis for planning unless they are interpreted with caution and careful additional explanation. There are understandable reasons for the deficiencies, but it seems

best to list the changes which are needed so that these important measurements can be brought into effective use.

(1) University-transfer enrolments should not be given priority or exclusive tabulation. The label "academic" is not always clear nor is it everywhere in favour. It is not always certain that students who register for first-year subjects will actually go on to seek a degree. Subject specializations, at least in broad categories (e.g. Social Sciences, Physical Sciences, etc.) would be helpful.

(2) There are important distinctions between BCIT and universities. Courses specifically planned for BCIT transfer, and students deliberately oriented to BCIT or a comparable institute should be indicated. Generic courses which may lead to either university or institute are worthy of separate mention.

(3) Vocational programmes are very commonly excluded, in both returns and official tabulations. The distinctions are important, but equal treatment must be facilitated. It may be necessary to indicate the time-periods of programmes as well as classifications. Tabulations should distinguish; (a) numbers of persons (men and women), (b) numbers of courses (with indications of persons taking more than one course, etc.), (c) types of programme. Separate tables for vocational courses may be in order, but they should be given equal attention with academic courses, which also demand classification and subdivision.

(4) Career programmes should be given more prominence and some interpretation. It is not helpful to prospective students to mix them indiscriminately with unit vocational courses or with concentrated technological programmes. The development of BTSD and generic courses in the future makes this careful distinction even more essential as a necessary step in enlightened community college presentation. It is even doubtful whether academic and vocational possibilities should always be publicized in separate brochures. As indicated elsewhere

in this report, basic education, career courses, and preparatory courses recommend themselves as better over-all headings.

(5) Preparatory courses are assuming more importance as college personnel are able to pool their experiences in this vital area. There are distinctions between skill preparation and basic-education preparation, but common elements are coming to the fore with experience and research. All concerned can profit from thoughtful comparisons between classroom, workshop, and studio instruction. Generic or preparatory courses should therefore be given separate enrolment identity. Distinctions between short and longer courses, and indications of the "linkages" or transfer alternatives to which they relate could be worked out without too great difficulty. This would be useful to potential students, counsellors, and curriculum planners generally.

(6) Part-time, evening, and even intermittent students, are of great importance in community college operations. Some reasonable classifications should be standardized after consideration at Regional Council conferences. Thereafter, full-time and part-time students should be given equal prominence. The FTE (full-time equivalent) formula is understandable as a need for certain fiscal purposes, but it should not be given precedence or exclusive use over a balanced presentation of the unique community college constituency.

(7) Community services are basic, but very diverse. Because of their special character, it is only reasonable that they should be given spearate treatment. Careful classification and indication of periods, persons, and locations (including, at least for some sample studies, the origins of attending participants) is needed. Colleges will certainly be willing to share their expertise in this area to ensure that an informative body of statistics and descriptive information will be made available annually.

(8) Adult or continuing education courses demand special attention. Many of these will continue to be offered solely by school boards, on

public school premises. There are also the burgeoning programmes of community schools to be considered. Programmes which are offered jointly, on an effective cooperative basis by both schools and colleges, should clearly be so specified. Otherwise, joint programmes should not be added into regular statistics, especially when the attendance figures may be so composite or undefined as to be virtually meaningless.

As every college will offer some community services, personal development, or continuing education services, it is only proper that due account of this should appear in overall statistical tabulations. But, once again, subjects of instruction are of major importance; and returns on this kind of material should strive for reasonable and constructive classifications.

It is to be hoped that in future there will be very clear indications in all official publications that community colleges have multiple functions, which should be specified in sufficiently descriptive terms, and that they are quite distinct from the public school system on the one hand and universities on the other. Depending on the context, it is similarly necessary to separate the statistics, with appropriate explanations, relating to technological institutes and private colleges.

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Table 1. The Basic Population Factors

1941-1986

(Figures to nearest 100)

Sub-Regions	1941	1951	1961	(1971)	(1981)	(1986)
Vancouver (a)	276,000	347,000	387,800	440,300	497,300	527,300
"Eastern Peninsula" A	53,300	88,500	135,300	177,000	235,000	279,000
Burnaby	30,300	58,400	100,200	132,000	180,000	219,000
New Westminster	23,000	30,100	35,100	45,000	55,000	60,000
"Eastern Peninsula" B (b)	12,100	23,250	43,000	75,300	110,100	127,900
Coquitlam	7,950	15,700	29,050	50,000	70,000	80,000
Port Coquitlam	1,500	3,200	8,100	15,000	22,500	26,000
Port Moody	1,500	2,250	4,800	10,000	16,000	20,000
Fraser Mills	500	400	200	100	-	-
North Shore (c)	23,600	44,700	88,800	127,200	173,500	198,100
West Vancouver	8,400	14,000	25,450	37,800	51,000	58,000
North Vancouver (City)	8,900	15,700	23,650	30,000	37,400	40,000
North Vancouver (Dist.)	5,900	14,500	39,000	58,500	84,000	98,900
Southern Suburbs (d)	29,600	59,750	135,500	205,200	319,100	391,700
Richmond	10,400	19,200	43,300	65,000	108,400	134,000
Surrey (e)	14,850	33,700	77,400	109,000	156,400	189,500
Delta	4,300	6,700	14,600	31,000	54,000	67,800
Total Metropolitan Area	394,600	562,000	790,300	1,026,000	1,335,000	1,524,000
Total British Columbia	817,900	1,165,200	1,629,100	2,144,000	2,793,000	3,188,000

(a) Including Indian Reserves (b) including Buntzen and Indian Reserves. (c) Including Indian Reserves. (d) Including Barnston and Indian Reserves. Source: Lower Mainland Planning Board study, 1968. Figures for 1971-1986, estimates made at that date. Estimates for Fraser Valley College region (including Indian Reserves, etc.) are 90,400 for 1971, 102,900 for 1981 and 113,000 for 1986.

Table 2a. Some Indications of Lower Mainland Distribution.

a. Totals

Sub-region	Population 1971	Gainfully Employed 1971	New Housing 1966-71
Vancouver	426,000	222,000	14,400
North Shore	126,000	20,000	8,000
Burnaby-New Westminster	169,000	60,000	10,400
Coquitlam-Port Moody	85,000	9,000	7,600
Surrey-Richmond-Delta	217,000	44,000	16,900

Round figures. Adapted from Census and other data analyzed in Living Close to Work (Wilbur Smith Study for GVRD, 1973).

b. Proportionate Distribution (1971)

Sub-region	Population	Employment	New Housing
Vancouver	41.6	62.5	53.9
North Shore	12.3	5.6	13.9
Burnaby-New Westminster	16.5	16.9	18.2
Coquitlam-Port Moody	7.3	2.6	13.3
Surrey-Richmond-Delta	21.3	12.4	29.5
Total Region	100.0	100.0	100.0

Table 2. Lower Mainland: The Components (1951-1971).

(Round figures only)

Area	1951	1961	1971
Vancouver City	345,000	385,000	426,300
Burnaby - New Westminster	88,500	135,000	168,500
North Shore	44,000	88,000	126,000
Eastern Suburbs	55,700	120,000	171,600
Southern Suburbs	26,000	58,000	108,000
Lower Mainland Region	559,200	786,000	1,000,400

Population projections for British Columbia vary from 2,278,000 to 2,700,000 for 1975.

Table 3. Families: Metropolitan Region (1951-1971).

(Round figures only)

Year	City	Rest of CMA	Total Region (a)
1951	92,800	141,900	234,700
1956	94,500	171,300	265,800
1961	95,700	196,300	292,000
1966	99,400	217,300	316,700
1971	101,700	267,100	368,800

(a) N.B. CMA is larger than GND of 1961 and 1951.

Table 4. Vancouver Districts and Suburban Components: Populations 1971 and Comparative Years.

a. Vancouver Districts (1971-1981)

Areas	1971	1976	1981
A Point Grey	37,700	39,000	39,900
B Kerridsdale-Dunbar	27,300	28,500	28,000
C South-West	21,000	21,800	21,600
D Kitsilano	28,000	28,600	29,100
E Central Shaughnessy	25,700	25,400	25,200
F City-False Creek	9,200	9,400	19,000
G West End	38,100	40,000	42,000
H Main-Victoria	40,500	43,400	45,700
J East Central	49,800	50,600	51,300
K South Central	46,200	47,100	47,800
L North East	42,300	44,800	46,500
M North Central	35,100	36,000	36,900
N South-East	25,100	31,100	37,000
I. Vancouver City	426,000	445,000	470,000

b. Outer Suburbs (1966-1971)

Areas	1966	1971	Migration 66-71 (a) (P.C.)
II. Burnaby-New Westminster			
Burnaby	112,000	125,700	64
New Westminster	38,000	42,800	75
III. North Shore			
West Vancouver	32,000	36,400	43
North Vancouver District	48,100	57,900	71
North Vancouver City	26,800	31,900	71
IV. Eastern Suburbs			
Coquitlam	40,900	53,100	75
Port Coquitlam	11,100	19,600	84
Fraser Mills	200	200	-
Port Moody	7,000	10,800	77
Surrey	81,800	98,600	72
V. Southern Suburbs			
Richmond	50,500	62,100	73
Delta	20,700	45,900	91
(White Rock)	(7,800)	(10,300)	(1.6)
Vancouver City	410,400	426,300	56
Census Metropolitan Area (b)	933,100	1,082,400	76

Source: City of Vancouver; Planning data tabulations; estimates to nearest 1000. (a) Estimated percentage of the 1966-1971 growth due to migration. (b) Includes Langley, Pitt Meadows, Maple Ridge.

Table 5a. Population Trends: Comparative Areas, Greater Vancouver (Lower Mainland), 1971-1981.

Areas	1971	1976	1981	P.C. Growth 1971-1981
Vancouver (a) (b)	429,795	450,000	475,900	10.8
1 Point Grey-University (b)	41,225	43,300	45,800	11.1
2 Kerrisdale-Dunbar	27,305	28,500	28,000	2.5
3 South-West	20,975	21,800	21,600	3.0
4 Kitsilano	28,035	28,600	29,100	3.8
5 Shaughnessy	25,665	25,400	25,200	-1.8
6 False Creek	9,175	9,400	19,000	107.1
7 West End	38,135	40,000	42,000	10.1
8 Central	40,530	43,400	45,700	12.8
9 East-Central	49,820	50,600	51,300	3.0
10 Fairview	46,195	47,100	47,800	3.5
11 North-East	42,550	44,800	46,500	9.3
12 North-Central	35,085	36,000	36,900	5.2
13 South-East	25,100	31,100	37,000	47.4
Burnaby-New Westminster	168,495	188,500	209,000	24.0
North Shore	126,135	146,500	166,000	31.7
West Vancouver	36,430	41,000	45,500	24.9
North Vancouver (c)	89,705	105,500	120,500	34.5
Outer Suburbs N.E.	83,560	109,500	136,500	63.2
Coquitlam-Fraser Mills	53,225	68,500	85,000	59.7
Port Coquitlam	19,555	26,500	34,000	73.5
Port Moody	10,780	14,500	17,500	62.3
Outer Suburbs: South	107,985	147,500	187,500	73.6
Richmond	62,125	82,500	102,500	65.0
Delta	45,860	65,000	85,000	85.3
Outer Suburbs: East				
Surrey	98,595	145,000	172,000	74.5
Lower Mainland	1,014,565	1,187,000	1,346,900	32.8

Figures for 1971 from Census 1971 sources; rounded to nearest 1000. Figures for 1971 and 1981 estimates (assuming continuation of preceding trends) from Vancouver Planning Department and GVRD sources. (a) Excluding Indian Reserves. (b) Areas of growth by reason of apartment designation (1973) include: West End, False Creek. Kitsilano, Mount Pleasant, East Hastings, Grandview.

Table 5b. Population Projections in Relation to Town Centres (1986).

Areas	Actual, 1971	Target A	Target B	Unplanned Trend
Vancouver	426,256	485,900	485,000	477,400
Capilano	126,544	193,700	162,700	187,300
West Vancouver	36,440	69,900	43,200	49,800
N. Van. (City)	57,861	44,900	41,500	45,300
N. Van. (District)	31,847	78,000	76,500	91,200
Lion's Bay	396	900	900	1,000
"Peninsula W"	(168,495)	(255,500)	(243,000)	(226,100)
Burnaby	125,660	185,600	174,600	169,100
New Westminster	42,835	69,900	68,400	57,000
"Peninsula E"	(83,441)	(123,900)	(144,200)	(152,700)
Port Coquitlam	19,560	26,600	30,600	42,000
Coquitlam	53,073	82,200	92,500	87,400
Port Moody	10,778	15,100	21,100	23,300
Outer Suburbs	(206,582)	(434,700)	(436,700)	(417,300)
Richmond	62,121	151,600	199,100	120,700
Surrey	98,601	205,200	263,700	196,600
Delta	45,860	77,900	73,900	100,000
Douglas College District*	458,518	814,100	823,900	796,100
Combined Areas	1,023,042	1,493,700	1,471,600	1,460,800

Adapted from material supplied by GVRD. All estimates for 1986 rounded to nearest hundred. * Excluding Maple Ridge, Langely; also Electoral Area B. The combined population of Maple Ridge and Langley is between 56,000 - 60,000.

Table 6. Some Indices of College Development (1965-1973).

(Full-Time Enrolments in University, Technical and Career Courses)

Session	University-Transfer Courses			Technical and Career Courses (b) (c)		
	VCC	Capilano	Douglas	VCC	Capilano	Douglas
1965 (a)	973	-	-	( )	-	-
1966	1,197	-	-	( )	-	-
1967	1,396	-	-	( )	-	-
1968	2,123	401	-	540	89	-
1969	1,581	364	-	545	98	-
1970	1,876	422	811	740	141	346
1971	1,968	433	1,086	854	248	406
1972	1,570	428	967	821	274	440
1973	2,120	624	980	918	424	518

Source: Materials supplied by Research and Standards Branch, Dept. of Education, Victoria.

(a) 1965-6, and similarly. (b) Figures before 1968 not available.
(c) Not including Vocational courses.

UBC enrolments - 15,809 (1965) to 18,370 (1973).

SFU enrolments - 2,359 (1965) to 5,007 (1973).

BCIT enrolments - 2,354 (1965) to 3,027 (1973).

Table 7a. Social Components: Young Adults and the Aged. Lower Mainland Sectors, 1961.

	15 - 24 Years		65 and over	
	Males	Females	Males	Females
I. Vancouver City	12.1	13.1	13.7	14.0
A. University-Point Grey	14.8	13.0	11.0	13.9
B. Kerrisdale-Dunbar	13.1	11.7	12.3	14.8
C. Shaughnessy	13.8	12.4	13.9	15.3
D. West End	9.2	13.5	22.3	24.7
E. North Central	11.5	14.6	20.0	15.8
1. E. Kitsilano	13.4	13.9	13.9	18.1
2. False Creek	8.6	16.8	24.1	18.5
3. Main-Victoria	10.3	17.7	19.0	10.7
F. East Vancouver	12.6	12.6	9.5	10.9
1. North-East Vancouver	12.4	12.9	10.6	11.0
2. East Central	12.5	12.4	9.7	11.7
3. Fraserview	12.8	12.6	8.5	9.6
II. Burnaby-New Westminster				
A. Burnaby 1	12.2	12.4	7.2	7.9
B. Burnaby 2	12.1	12.0	8.2	8.7
C. Burnaby 3	12.0	11.4	9.5	10.2
D. New Westminster	15.5	17.7	10.5	11.9
III. North Shore				
A. W. Vancouver	12.1	9.8	8.4	11.0
B. N. Vancouver (District)	8.9	9.0	5.3	6.0
C. N. Vancouver (City)	13.0	12.9	8.4	10.0
IV. Eastern Suburbs				
A. Coquitlam-Fraser Mills	10.8	12.3	7.0	8.3
B. Surrey North	10.3	11.9	6.5	5.8
C. Surrey South	10.9	11.0	17.4	14.9
V. Southern Suburbs				
A. Richmond W.	10.7	11.9	4.6	4.7
B. Richmond S.E.	13.2	12.9	6.8	5.4
C. Delta	11.6	11.0	8.0	7.1
Metropolitan Region	11.8	12.5	10.9	11.3

Source: A Regional Study of Social Welfare Measurements (No. 3; The Metropolitan Area); M.S.W. Thesis, U.B.C., by E. Bartlett, H. Bligh, G. Bombadieri, G. Noak, and A. Specken (edited by Dr. Leonard Marsh). University of British Columbia Library (Special Collections), 1964.

Table 7b. Social Components: Family Composition. Lower Mainland Sectors, 1961.

Sector	Total Families	Young Families		Elderly Families	
		No.	P.C.	No.	P.C.
I. Vancouver City					
A. University-Point Grey	4,824	109	2.25	895	18.55
B. Kerrisdale-Dunbar	5,796	73	1.25	1,174	20.25
C. Shaughnessy	13,454	278	2.06	2,621	19.48
D. West End	5,543	187	3.37	1,569	28.30
E. North Central					
1. E. Kitsilano	9,224	474	5.13	1,778	19.27
2. False Creek	4,900	258	5.26	1,024	20.89
3. Main-Victoria	8,323	424	5.10	1,286	15.45
F. East Vancouver					
1. North-East	10,035	379	3.77	1,550	15.44
2. E. Central	21,360	851	3.98	3,277	15.34
3. Fraserview	13,088	450	3.43	1,741	13.30
II. Burnaby-New Westminster					
A. Burnaby 1	9,695	416	4.29	1,028	10.60
B. Burnaby 2	9,005	323	3.58	1,049	11.64
C. Burnaby 3	7,285	320	4.39	1,034	14.19
D. New Westminster	7,900	353	4.46	1,264	16.00
III. North Shore					
A. West Vancouver	6,612	78	1.17	870	13.15
B. N. Vancouver (District)	9,835	187	1.90	794	8.07
C. N. Vancouver (City)	6,114	318	5.20	784	12.82
IV. Eastern Suburbs					
A. Coquitlam-Fraser Mills	9,521	447	4.69	811	8.51
B. Surrey N.	9,987	490	4.90	1,001	10.02
C. Surrey S.	9,393	353	3.75	2,427	25.83
V. Southern Suburbs					
A. Richmond W.	8,803	346	3.93	637	7.23
B. Richmond S.E.	1,833	64	3.49	197	10.74
C. Delta	3,563	168	4.71	420	11.78
Metropolitan Vancouver	196,300	7,363	3.75	29,257	14.90
Vancouver City	95,740	3,448	3.60	16,867	17.61

Source: A Regional Study of Social Welfare Measurements (No. 3; The Metropolitan Area).

Table 7c. Social Components: Some Indices of Stability or Vulnerability. Lower Mainland Sectors, 1961.

Sector	Average Income Wage Earner Families	Male Unemployment (a)	Elementary Education Only	Proportion of Rented Households	Low-Wage Earners (b)
I. Vancouver City	$5366	7.2	22.5	39.2	15.1
A. University-Point Grey	7349	2.7	7.3	22.3	15.3
B. Kerrisdale-Dunbar	6656	2.7	9.5	7.1	12.2
C. Shaughnessy	7825	1.9	12.2	23.8	11.9
D. West End	5178	3.5	22.0	88.5	17.4
E. North Central			29.1	64.6	
1. East Kitsilano	5069	6.7	18.3	58.8	15.1
2. False Creek	4323	7.7	32.8	83.2	22.6
3. Main-Victoria	3752	11.6	37.1	56.4	22.4
F. East Vancouver			24.4	22.1	
1. North-East	4734	7.4	29.4	20.8	14.7
2. East Central	4928	6.1	24.1	22.4	13.4
3. Fraserview	5279	3.3	21.3	22.5	11.9
II. Burnaby-New Westminster					
A. Burnaby 1	5497	4.5	17.9	16.1	10.7
B. Burnaby 2	5626	3.8	17.3	22.6	9.9
C. Burnaby 3	5390	4.0	18.5	20.9	11.1
D. New Westminster	5194	4.8	21.8	37.4	13.1
III. North Shore					
A. West Vancouver	7985	2.4	6.7	14.1	9.7
B. North Vancouver (District)	6395	2.8	8.1	13.4	8.6
C. North Vancouver (City)	5503	5.5	16.9	35.3	11.9
IV. Eastern Suburbs					
A. Coquitlam-Fraser Mills	5522	3.5	19.7	16.3	9.7
B. Surrey North	4681	6.3	18.9	18.3	11.3
C. Surrey South	4543	5.9	21.0	16.1	13.7
V. Southern Suburbs					
A. Richmond W.	5414	3.3	13.8	18.1	8.9
B. Richmond S.E.	4636	4.7	20.6	26.9	13.1
C. Delta	5186	3.6	18.3	20.2	10.8
Metropolitan Region	$5489	5.7	19.5	30.3	13.0

(a) Men recorded as "looking for work" on the census date, as a proportion of the total male labour force. (b) Male wage earners who earned under $2000 in 1960-61.

Source: A Regional Study of Social Welfare Measurements (No. 3; The Metropolitan Area).

Table 8. School-Leaving Populations, College Areas, 1971-1981.

(Grade XII enrolments, Sept. 30)

College Districts	1971	1973	1975*	1981*
Vancouver (1)	5049	4932	4836	4459
Capilano (3)	2394	2389	2689	2418
Douglas (6)	6413	6635	7479	8385
Upper Fraser (5)	1544	1487	1671	1920

1971-3; School Board Statistics, Dept. of Education.
* 1975, 1981: B.C. Research Council estimates.

Table 9. Young Adults (15-24), City and Region, 1961-1971.

Area	1961	1966	1971
City	48,550	64,982	77,800
Region (GVRD)	96,233	135,277	181,145

Census Metropolitan Area (CMA): 190,145 in 1971
(prior to 1971, same as GVRD).

Table 10a. Major Age-Groups; College Areas and School Districts, 1966.

a. Totals*

Colleges and Districts	Age-Groups			Total Population
	0-19	20-64	65+	
Vancouver*	118,000	254,420	57,750	430,170
Capilano				
West Vancouver	12,450	20,810	3,960	37,220
North Vancouver	34,400	50,790	5,500	90,690
Howe Sound	4,210	4,890	300	9,400
Douglas				
Burnaby	44,090	71,600	9,970	125,660
New Westminster	12,310	25,010	5,520	42,840
Langley	10,750	13,490	2,480	26,720
Maple Ridge	10,830	13,860	2,760	27,450
Coquitlam	36,330	43,470	4,700	84,500
Richmond	25,740	33,170	3,240	62,150
Surrey (a)	43,730	54,540	10,930	109,200
Delta	20,300	23,700	1,960	45,960
Upper Fraser				
Abbotsford	12,850	15,280	3,260	31,390
Mission	5,020	6,150	1,470	12,640
Chilliwack	14,060	17,440	3,760	35,260
Agassiz-Harrison	1,790	2,250	360	4,400
Hope	2,630	3,400	430	6,460
Lower Mainland	409,490	654,270	118,350	1,182,110

Source: Adapted from school-district data supplied by Research and Standards Branch, Dept. of Education, Victoria. (a) Including White Rock. * Figures rounded to nearest ten.

Table 10b. Major Age-Groups, College Areas and School Districts, 1971.

b. Proportionate Importance

Colleges and Districts	Age-Groups			Total Population
	0-19	20-64	65 and over	
Vancouver	27.4	59.1	13.4	430,170
Capilano				
West Vancouver	33.4	55.9	10.6	37,220
North Vancouver	37.9	56.0	6.1	90,690
Howe Sound	44.8	52.0	3.2	9,400
Douglas				
Burnaby	35.1	57.0	7.9	125,660
New Westminster	28.7	58.4	12.9	42,840
Langley	40.2	50.5	9.3	26,720
Maple Ridge	39.5	50.5	10.0	27,450
Coquitlam	43.0	51.4	5.6	84,500
Richmond	41.4	53.4	5.2	62,150
Surrey	40.0	50.0	10.0	109,200
Delta	44.2	51.6	4.3	45,960
Upper Fraser				
Abbotsford	40.9	48.7	10.4	31,390
Mission	39.7	48.7	11.6	12,640
Chilliwack	39.9	49.5	10.7	35,260
Agassiz	40.7	51.1	8.2	4,400
Hope	40.7	52.6	6.7	6,460
Lower Mainland	34.6	55.3	10.0	1,182,110

Table 10c. Male-Female Distribution (1971).

College Area	Male	Female
Vancouver	2581	2468
Capilano	1255	1139
Douglas	3338	3075
Upper Fraser	774	770

Table 11. Educational Status of Adult Populations, Greater Vancouver Districts, 1971.

(Persons, both sexes, aged 15 and over)

District	Grade 8 or less	Grade 9-10	Grades 11-13 without Post-Secondary
Vancouver	(96,720)	(77,545)	(119,230)
A Point Grey (a)	4,170	4,645	9,600
B Kerrisdale-Dunbar	2,015	3,135	7,090
C South-West	3,575	4,155	8,885
D Kitsilano	4,760	4,445	7,790
E Central Shaughnessy	4,050	3,535	7,210
F City-False Creek	3,955	1,705	1,875
G West-End	5,055	5,555	12,865
H Main-Victoria	13,985	6,600	7,140
J East Central	11,900	8,915	10,710
K South Central	15,840	14,095	19,695
L North East	12,280	7,020	8,555
M North Central	8,065	6,285	7,845
N South East	7,070	7,455	9,970
Burnaby-New Westminster	(26,595)	(29,965)	(43,800)
Burnaby	17,610	22,270	32,910
New Westminster	8,985	7,695	10,890
North Shore	(15,325)	(25,805)	(49,335)
West Vancouver	3,675	6,350	13,505
North Vancouver	11,650	19,455	35,830
Coquitlam-Port Moody-Fraser Mills	10,420	21,565	19,255
Outer Suburbs	(35,435)	(43,955)	(58,225)
Richmond	10,605	14,690	20,350
Surrey (b)	19,915	21,565	25,465
Delta	4,915	7,700	12,410
Total Greater Vancouver	184,495	198,835	289,845

Source: Census 1971 materials supplied courtesy of GVRD.

(a) Excluding University Endowment Lands. (b) Including White Rock.

Table 12. Programme Enrolments: Lower Mainland Colleges (1973).

(Sample figures, November 1973)

College	University Transfer	Career Programmes	Vocational	General	Total
Vancouver (Langara only) (b)					
Full-time	2,120	918	132(b)	-	3,170
Part-time	1,159	61	4	-	1,224
Capilano					
Full-time	624	424	-	-	1,048
Part-time	481	376	-	-	857
Douglas					
Full-time	946	356	-	132	1,434
Part-time	622	207	-	789	1,618
Totals: above units (a)					
Full-time	3,690	1,698	132	132	5,652
Part-time	2,262	644	4	789	3,699

Abstracted from materials supplied by Research and Development Division, Dept. of Education, Victoria.

(a) For Fraser Valley College, overall enrolments are estimated at 5000 - 7000 in the next two years (1975-6); or 1600 - 2400 FTE (full-time equivalents); round numbers.

(b) For Vancouver Vocational Institute figures, see Table 13c.

The Department of Education Report on Education 1972-3 records an enrolment of 9599 for Vancouver Vocational Institute and 8817 for Burnaby Vocational Institute; but the number of relatively short courses must be kept in mind in evaluating these figures.

Table 13. College Enrolments: Components and Comparisons

a. University-Transfer Students, 1965-1973

Academic Year	Full-Time			Part-Time		
	VCC	Capilano	Douglas	VCC	Capilano	Douglas
1965 (a)	973	-	-	( )	-	-
1966	1,197	-	-	( )	-	-
1967	1,396	-	-	1,582	-	-
1968	2,123	403	-	1,462	294	-
1969	1,581	364	-	1,621	481	-
1970	1,876	422	752	1,751	533	215
1971	1,988	433	1,086	1,787	465	348
1972	1,570	428	967	1,804	460	412
1973	2,120	624	946	1,159	481	622

(a) 1965-6, and similarly; counts in October of the session concerned.
( ) - not available.

b. Comparative figures for Lower Mainland universities and B.C. Institute of Technology, 1967-1973.

	1967**	1973**
UBC		
Undergraduate, full-time	15,820	1,976
Undergraduate, part-time*	16,255	2,476
SFU		
Undergraduate, full-time	4,242	3,738
Undergraduate, part-time*	4,497	4,569
BCIT		
Full-time	1,776	3,027
Part-time	1,220	4,607

* Excluding Summer and Inter-Session Courses. ** As at December.

13 c. Career Courses (Programmes), 1967-1973.

Academic Year	Full-Time			Part-Time		
	VCC	Capilano	Douglas	VCC	Capilano	Douglas
1967	404	-	-	0	-	-
1968	540	52	-	0	0	-
1969	545	98	-	0	36	-
1970	647	141	305	93	167	321
1971	732	248	406	122	173	612
1972	821	274	440	66	173	656
1973	1,054	424	488	61	376	996

13 d. Vocational Courses (Full-Time), 1967-1973

Year	VCC*	Capilano	Douglas
1967	1,443		
1968	1,786		
1969	1,683		
1970	1,865	(none)	(none)
1971	1,528		
1973	1,449		
1973	1,457		

* Including Langara.

13e. Overall "Head Counts" 1967-1973

(Not including Community Service programmes, or non-credit adult education courses).

Year	Including Vocational Enrolments			(Excluding Vocational Enrolments)		
	VCC	Capilano	Douglas	VCC	Capilano	Douglas
1967	4,825	-	-	3,382		
1968	5,911	747	-	4,125	(no	(no
1969	5,430	979	-	3,747		
1970	6,232	1,263	1,593	4,367	vocation-	vocation-
1971	6,159	1,321	2,452	4,629	al	al
1972	5,710	1,335	2,475	4,261	courses)	courses)
1973	5,851	1,905	3,052	4,394		

Table 14a. Vancouver Community College Components (1973-4).

Units	September 1973	September 1974
Langara		
Academic	4,366	3,712
Technical		943
Vancouver Vocational Institute		
Vocational (day)	1,319	1,218
Vocational (evening)	200	200
Special Programmes Division		
Academic	1,260	850
Technical	1,576	1,851
Combined Totals (a) (b)	8,721	8,774

(a) Excluding Vancouver School of Art: 154 students in both years divided by study year (146 first year in 1973, 131 first year in 1974).

(b) For Community Education Services, see Table 14b.

Table 14b. Community Education Services

(Vancouver Community College System)

(Sample Figures, 1973)

Category	Enrolment	Total Classes	In Schools
Technical	2,114	135	85
Vocational	2,835	148	50
Apprenticeship	229	27	1
Family Life	311	24	-
General Interest	10,265	455	343
Totals:			
a. Offered in Schools	10,565	479	-
b. In VCC Units (a)	5,189	310	-
Overall Totals	15,754	789	(479)

Source: Abstracted from materials supplied by VCC Council.

(a) Including Vancouver School of Art (36 classes with 548 enrolment); Vancouver Vocational Institute (116 classes with 1988 enrolment).

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*Maps 1-8 are a supplement to the main report and are on file at each of the lower mainland colleges as well as with the Department: index included here for reference. Figs. 9-10 relate to Section IV. A version of Fig. 8c is included in the text (Section 111).

CONSULTATIONS AND SUBMISSIONS

Meetings

Hazel L'Estrange; Chairman, Task Force on the Community College in British Columbia.

Dr. Ron Faris (Superintendent of Communications), Robert May (Research and Development Division); Department of Education, Victoria.

Virginia Beirnes (Chairman) and Dr. Peter Bullen; Vancouver Community College Council.

Alan Kelly (Chairman); Greater Vancouver Regional District.

Marjorie Courvoisier, Dr. P. Bullen, Dr. P. Oberlander (Council), Dr. T. Gilligan (Principal), representatives of Special Programmes Division, School of Art, Community Education Services, other administrators, faculty and student chairmen; VCC.

Dr. John Denholm (Principal), Donald McRae (president, VCC faculty association), representatives of faculty, students, support staff; Langara.

Hans Rerup (Convenor), representatives of faculty, students, support staff; Vancouver Vocational Institute.

Robin Mayor (Principal), Stephen Harrison (faculty association); Vancouver School of Art.

Dr. George Wootton (Principal), William Day (Dean of Instruction), administrators; Douglas.

Representatives of faculty, students, programme organizers; Douglas.

Dr. Peter Spratt (Principal), and administrators; Capilano.

Jim McDonald (Chairman), and College Council; Capilano.

Dr. Larry Blake (Principal), Eric Woodroffe (Assistant to Principal); Fraser Valley.

Lorne Smith (Principal), David A. Pedersen (Vice-Principal), Derek Bland (Assistant to Principal); B.C. Vocational School, Burnaby.

Ranjit Azad (Assistant Deputy Minister); B.C. Department of Labour.

B.H. Campbell (Director of Training); Western Joint Electrical Training Society.

Dr. B. Wales (formerly Principal); VCC.

Harald Weinreich (Planning Officer); VCC.

W. Garnett Picot (Research Officer); Post-Secondary Enrolment Forecasting Committee, B.C.

Letters and Reports

Hon. James Auld (Minister), Department of Colleges and Universities, Ontario.

Michael Oswell, Extension Service, Department of Agriculture, B.C.

Erik Karesen, Land Use and Environment Committee, B.C.

Roy Morris, Advisory Council for Educational Programmes on Ageing.

Faculty Association, Langara.
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A.L. Maier, Administration, VCC.
R.H. Speed (Chairman, Counselling Services) VCC
Columbia Junior College.

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